

**Study of Title I Schoolwide and  
Targeted Assistance Programs:  
Final Report**



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# Contents

<b>List of Exhibits.....</b>	<b>v</b>
<b>Acknowledgments .....</b>	<b>ix</b>
<b>Executive Summary.....</b>	<b>xi</b>
Study Purpose .....	xii
Methodology and Study Limitations.....	xii
Summary of Findings .....	xiii
Conclusion.....	xvii
<b>Chapter 1. Introduction.....</b>	<b>1</b>
Study Overview .....	2
Sample Selection.....	5
Data Collection.....	8
Analysis Methods.....	9
Study Limitations .....	11
<b>Chapter 2. Use of Title I Funds for Personnel and Nonpersonnel Resources .....</b>	<b>13</b>
Overview of Title I Funding .....	13
Title I Personnel Resources.....	15
Types of Nonpersonnel Resources Purchased With Title I Funds .....	22
Conclusion.....	23
<b>Chapter 3. Services Provided With Title I Funds.....</b>	<b>25</b>
Services Supported by Title I Staff .....	25
Services Supported by Title I Nonpersonnel Resources .....	32
Novel Uses of Title I Funds in Schoolwide Programs.....	34
Novel Uses of Title I Funds in Targeted Assistance Programs .....	37
Conclusion.....	37
<b>Chapter 4. Making Decisions About the Use of Title I Funds .....</b>	<b>39</b>
Consistency of Schools’ Use of Title I Funds Over Time .....	40
Title I Needs Assessments.....	41
Control of Title I Funds by Schools and Districts.....	43
District and School Responsibilities for Decisions About the Use of Title I Funds.....	48
Technical Support Provided by Districts to Support Title I Schools.....	51
Timing of Title I Decisions .....	53
Connections Between Title I-Funded Interventions and School Improvement Goals.....	55
Conclusion.....	60
<b>Chapter 5. Title I Flexibility in Schoolwide Programs .....</b>	<b>61</b>
Consolidation and Coordination of Title I Funds in Schoolwide Programs .....	61
Conclusion.....	65

<b>Conclusion .....</b>	<b>67</b>
<b>References.....</b>	<b>69</b>
<b>Appendix A. Data Collection Technical Appendix .....</b>	<b>73</b>
School District Administrator and Principal Surveys .....	73
Case Studies .....	87
Extant Data.....	89
Disclosure Review .....	90
<b>Appendix B. Additional Exhibits.....</b>	<b>91</b>
<b>Appendix C. Data Collection Instruments.....</b>	<b>95</b>
District Budget Officer Interview Protocol.....	129
District Title I Coordinator Interview Protocol.....	131
Principal Interview Protocol.....	133
School Budget Officer Interview Protocol .....	135
School Improvement Team Focus Group Protocol (SWP Schools).....	137
Teacher Interview Protocol (SWP and TAP Schools) .....	138
<b>Appendix D. Case Study Narratives.....</b>	<b>139</b>
Case Study Narrative: Landmark Academy.....	139
Case Study Narrative: Sugarwoods Elementary .....	142
<b>Appendix E. Mixed-Method Codebook .....</b>	<b>145</b>

## Exhibits

Exhibit ES-1.	Distribution of full-time equivalent Title I staff by position type in schoolwide and targeted assistance programs, as reported by principals, 2015–16.....	xiv
Exhibit ES-2.	Level of school involvement in making decisions about the use of Title I funds, by school characteristics, as reported by principals.....	xvi
Exhibit 1.	Conceptual framework for study .....	3
Exhibit 2.	Distribution of schools, students, and students from low-income families, by school Title I status, 2014–15 .....	4
Exhibit 3.	Distribution of schoolwide programs, targeted assistance programs, Title I schools, and non-Title I schools, by various demographic characteristics, 2014–15 .....	5
Exhibit 4.	Characteristics of case study schools.....	7
Exhibit 5.	Survey distribution of schoolwide programs, targeted assistance programs, Title I schools, and non-Title I schools, by various demographic characteristics, 2014–15 .....	8
Exhibit 6.	Average Title I allocations for schoolwide and targeted assistance programs, as reported by district officials, 2015–16.....	14
Exhibit 7.	Number of case study schools that spent various percentages of their Title I funds on personnel, 2016–17 .....	15
Exhibit 8.	Percentage of principals who reported using Title I funds to support various staff positions in schoolwide and targeted assistance programs, 2015–16 .....	16
Exhibit 9.	Distribution of full-time equivalent Title I staff by position type in schoolwide and targeted assistance programs, as reported by principals, 2015–16.....	17
Exhibit 10.	Common combinations of staff positions paid for with Title I funds in schoolwide and targeted assistance programs, as reported by principals, 2015–16.....	18
Exhibit 11.	Common combinations of staff positions paid for with Title I in schoolwide and targeted assistance programs, by Title I allocation size, as reported by principals, 2015–16 .....	19
Exhibit 12.	Distribution of full-time equivalent Title I staff in case study schools by position type, 2016–17 .....	21
Exhibit 13.	Percentage of principals who reported using Title I funds for various types of nonpersonnel resources in schoolwide and targeted assistance programs, 2015–16 .....	22
Exhibit 14.	Distribution of nonpersonnel Title I expenditures by resource type, in schoolwide and targeted assistance programs, as reported by principals, 2015–16.....	23

Exhibit 15.	Percentage of principals who reported using Title I funds for staff supporting various services in schoolwide and targeted assistance programs, 2015–16 .....	26
Exhibit 16.	Distribution of full-time equivalent Title I staff supporting different services in schoolwide and targeted assistance programs, as reported by principals, 2015–16.....	27
Exhibit 17.	Common combinations of services supported by Title I staff in schoolwide and targeted assistance programs, as reported by principals, 2015–16.....	28
Exhibit 18.	Common combinations of services supported by Title I staff in schoolwide and targeted assistance programs, by Title I allocation size, as reported by principals, 2015–16 .....	29
Exhibit 19.	Distribution of full-time equivalent Title I staff supporting various services in schoolwide and targeted assistance programs, by school grade level, as reported by principals, 2015–16 .....	30
Exhibit 20.	Primary and secondary responsibilities reported by teachers and paraprofessionals in schoolwide and targeted assistance program case study schools .....	31
Exhibit 21.	Percentage of principals who reported using Title I funds for nonpersonnel resources to support various services, in schoolwide and targeted assistance programs, 2015–16 .....	33
Exhibit 22.	Distribution of school-level Title I nonpersonnel spending by service in schoolwide and targeted assistance programs, as reported by principals, 2015–16.....	34
Exhibit 23.	Changes in the use of Title I funds during the past three years in schoolwide and targeted assistance programs, as reported by principals, 2016–17.....	40
Exhibit 24.	Involvement of various stakeholders in conducting the Title I needs assessment in schoolwide and targeted assistance programs, as reported by principals, 2016–17.....	42
Exhibit 25.	Distribution of schoolwide programs and targeted assistance programs by the percentage of Title I funds over which schools had control, as reported by district administrators, 2016–17 .....	44
Exhibit 26.	School autonomy to make decisions about the use of Title I funds, in case study schools, 2016–17 .....	45
Exhibit 27.	Level of school involvement in making decisions about the use of Title I funds, by school characteristics, as reported by principals.....	49
Exhibit 28.	Number of case study schools in which various individuals played a minor, moderate, or major role in decisions about how to use Title I funds at the school level, 2016–17 .....	50
Exhibit 29.	Number of months between when Title I resources are known and when Title I plans are due to the district.....	54



Exhibit 30.	Extent to which case study schoolwide program and targeted assistance program principals articulated a connection of Title I interventions with their broader improvement goals, 2016–17 .....	56
Exhibit 31.	Extent to which case study principals articulated a connection of Title I interventions with their broader school improvement goals, by level of understanding of Title I, 2016–17 .....	59
Exhibit 32.	Percentage of Title I schoolwide program schools using schoolwide flexibility, as reported by principals, 2016–17 .....	62
Exhibit 33.	Percentage of districts reporting moderate or major challenges to consolidating Title I funds with funds from other sources in Title I school programs .....	64
Exhibit A1.	Sample frame exclusions.....	74
Exhibit A2.	Number and percentage of districts in the study frame, allocated sample size, and sampling rate by stratum .....	75
Exhibit A3.	Characteristics of sampling frame and sample for school district survey .....	77
Exhibit A4.	Characteristics of sampling frame and sample for principal survey .....	79
Exhibit A5.	Final case disposition for district administrator survey sample .....	81
Exhibit A6.	Final case disposition for school principal survey sample .....	81
Exhibit A7.	Characteristics of released sample and response sample for school district survey.....	84
Exhibit A8.	Characteristics of released sample and response sample for principal survey .....	85
Exhibit A9.	National survey sampling frame and response sample: District level and school level.....	86
Exhibit B1.	Ranges of Title I allocations as a percentage of total school budgets, in case study schools, 2016–17 .....	91
Exhibit B2.	Distribution of full-time equivalent Title I staff by position type in schoolwide and targeted assistance programs, as reported by principals, 2015–16.....	91
Exhibit B3.	Common combinations of staff positions paid for with Title I in schoolwide and targeted assistance programs, by Title I allocation size, as reported by principals, 2015–16 .....	92
Exhibit B4.	Distribution of full-time equivalent Title I staff supporting different services in schoolwide and targeted assistance programs, as reported by principals, 2015–16.....	92
Exhibit B5.	Common combinations of services supported by Title I staff in schoolwide and targeted assistance programs, by Title I allocation size, as reported by principals, 2015–16 .....	93



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## Executive Summary

The original purpose of the Title I program of the *Elementary and Secondary Education Act of 1965 (ESEA)* was to provide supplementary services to assist low-achieving students in high-poverty schools, and schools were required to target Title I funds specifically to serve such students. In 1978, the schoolwide program (SWP) option was introduced to provide high-poverty schools with flexibility to use Title I funds for whole-school approaches to improving achievement for low-achieving students. Unlike schools using the traditional targeted assistance program (TAP) approach, SWP schools are allowed to consolidate Title I funds with those from other federal, state, and local sources and are not required to ensure that the funds are spent only for specific students identified as low achieving. Over time, the poverty rate threshold for eligibility to operate SWPs has been lowered and the prevalence of SWP schools has grown, gradually rising from 10 percent of all Title I schools in 1994–95 to 77 percent in 2014–15.

Implicit in the intent for SWPs is that the flexibility will allow them to implement systemic schoolwide interventions to improve academic outcomes for all students in schools with high concentrations of poverty, particularly low-achieving students. At the same time, the continuation of the TAP approach also reflects a specific policy intent: to focus the smaller amount of total Title I funding in lower-poverty schools on supporting students with the greatest needs, rather than diluting the funds across a larger number of students. This study examines how these two types of programs compare in the services and resources they provide with Title I funds and their decision-making processes for allocating these resources.

Top findings from this study include the following:

- Although a majority of both SWP and TAP schools used Title I funds to hire teachers, such teachers accounted for a smaller percentage of Title I staff in SWP schools (41 percent) than in TAP schools (67 percent).
- SWP schools were more than twice as likely as TAP schools to use Title I funds for instructional coaches, parent and community liaisons, technology support staff, and English learner (EL) specialists.
- Both SWP and TAP schools most commonly used Title I-funded staff to provide supplemental instruction in reading and/or mathematics, but SWPs were more than twice as likely as TAPs to also use these staff for instruction in other subjects, data/analytics support, parental involvement, and other approaches.
- In most Title I schools, districts and schools collaborated on decisions regarding the use of Title I funds, but principals in SWPs were more likely than those in targeted assistance schools to report making all or most decisions about how to use their school's Title I funds (25 percent vs. 12 percent).
- Few principals of SWPs reported that their school consolidated Title I funds with other federal, state, and local funds (6 percent), but a larger proportion (50 percent) indicated that they coordinated the use of Title I funds with other funds.
- According to district administrators, the biggest challenge for consolidating Title I funds with funds from other sources was state accounting rules that require separate accounting for federal programs.

## Study Purpose

This study examined how SWPs use their flexibility to design schoolwide services and strategies to address the needs of students who are low achieving and compare these practices with those used by TAP schools. Specifically, the data collected for this study provide insight into the types of services that are supported by Title I funds in SWP and TAP schools, the decision-making processes that inform the use of funds, and the extent to which Title I funds are consolidated or coordinated with other funding sources to support improved student outcomes. The study focused on three main study questions:

1. Do schoolwide and targeted assistance programs differ in how they use Title I funds to improve achievement for low-achieving students?
2. How do districts and schools make decisions about how to use Title I funds in schoolwide programs and targeted assistance programs?
3. To what extent do schoolwide programs consolidate Title I funds with other funds or coordinate the use of Title I funds with other funds?

## Methodology and Study Limitations

To answer these questions, this study conducted surveys of a nationally representative sample of 404 Title I districts and 1,421 schools, including 823 SWP schools and 598 TAP schools, as well as interviews and extant data analysis in selected case study sites. The response rates were 76 percent on the district survey and 75 percent on the principal survey (for both SWP principals and TAP principals). The surveys were completed by 310 districts and 1,042 principals, including 622 SWP and 420 TAP principals.

In addition, the study team conducted case studies of a purposive sample of 35 Title I SWP and TAP schools and their districts in five states. The case studies included collection and analysis of school-level budgets and Title I plans as well as site visits during which semistructured interviews were conducted with principals, other school staff involved in Title I, and district administrators.

Throughout this report, highlighted key findings are based on survey analyses unless the finding specifically refers to the case studies. In our primary analyses of survey data to examine differences between SWP and TAP schools, the report text only highlights differences that are statistically significant. However, there are occasions where we present conditional analyses for which we did not do statistical significant tests (e.g., showing data broken down by both Title I program type and Title I allocation size).

Readers should note some limitations to the interpretation and generalizability of the study findings. The case study sites are not nationally representative and those data cannot be generalized to the nation as a whole. Also, the detailed information that the surveys requested on the uses of Title I funds may not have been readily available in the standardized categories used in the survey, and respondents were asked to provide their best estimates of Title I expenditures in various categories.

## Summary of Findings

### *Use of Title I Funds for Personnel and Nonpersonnel Resources*

Although a majority of both SWP and TAP schools used Title I funds to employ teachers, SWP schools were much more likely to use Title I funds for instructional coaches, paraprofessionals, parent liaisons, technology support staff, and EL specialists.

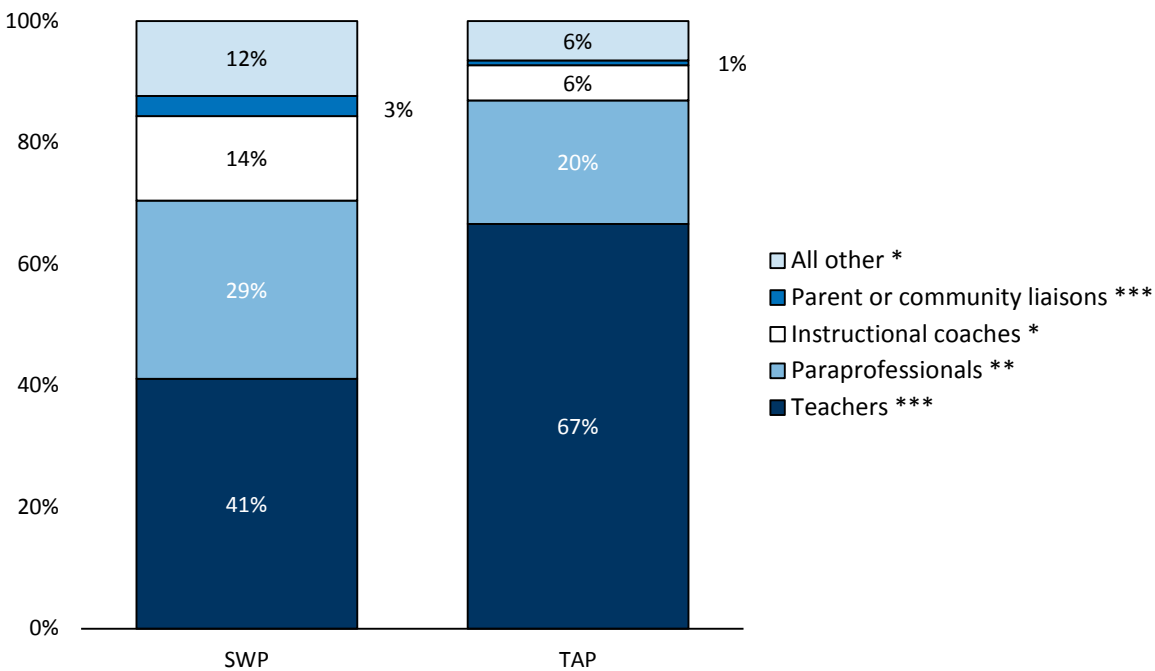
TAP and SWP principals most commonly reported using Title I funds for teachers (76 percent and 67 percent, respectively). SWP schools were more than three times as likely as TAP schools to report using Title I funds for instructional coaches (40 percent vs. 11 percent); parent and community liaisons (18 percent vs. 4 percent); and technology support staff (10 percent vs. 2 percent). SWPs were also more likely to use Title I funds for EL specialists (12 percent vs. 4 percent) and paraprofessionals (59 percent vs. 32 percent).

SWP schools typically used Title I funds for a wider variety of staff types than TAP schools: Although 52 percent of TAP schools employed *only* teachers with their Title I dollars, this was true of just 14 percent of SWP schools.

Similarly, instructional coaches, paraprofessionals, and parent liaisons accounted for a higher percentage of Title I staff in SWP schools than in TAP schools, and teachers accounted for a relatively lower percentage of Title I staff in SWP schools.

Instructional coaches accounted for 14 percent of staff in SWP schools, which is more than twice the percentage in TAP schools (6 percent). Parent, family, and community liaisons accounted for 3 percent of staff in SWPs and less than 1 percent in TAPs. Paraprofessionals accounted for 29 percent of staff in SWPs and 20 percent in TAPs. Other types of non-teacher staff (such as EL specialists, curriculum coordinators, assessment coordinators, data analysts, administrative staff, and technology support staff) also accounted for a greater proportion of Title I-funded staff in SWPs than in TAPs (12 percent vs. 6 percent). In contrast, teachers accounted for a smaller percentage of staff in SWP schools than in TAP schools (41 percent vs. 67 percent) (Exhibit ES-1).

**Exhibit ES-1. Distribution of full-time equivalent Title I staff by position type in schoolwide and targeted assistance programs, as reported by principals, 2015–16**



**Exhibit reads:** On average, teachers represented 41 percent of Title I-funded staff in SWP schools.

Notes: Schools not reporting using Title I funds for full-time equivalent staff are not included in this analysis. The “All other” category includes English learner specialists, curriculum coordinators, assessment coordinators, data analysts, administrative staff, technology support staff, and those categorized as “other” on the survey. Asterisks indicate a statistically significant difference between SWP and TAP schools: \* $p < .05$ , \*\* $p < .01$ , \*\*\* $p < .001$ .

Source: Principal survey ( $n = 520$  SWP and  $336$  TAP schools).

### Nonpersonnel Title I spending amounted to an average of \$61 per pupil in SWP schools and \$22 per pupil in TAP schools.

On average, nonpersonnel resources accounted for 15 percent of Title I expenditures in SWP schools and 9 percent in TAP schools. Principals in SWP schools were more likely than those in TAP schools to report using Title I funds for instructional materials, professional development, and other types of nonpersonnel resources. Among SWP and TAP schools that spent some of their Title I funds on nonpersonnel resources, similar shares of those funds were used for instructional materials (45 percent and 47 percent, respectively) and for professional development (27 percent and 30 percent).

### Services Provided With Title I Funds

Both SWP and TAP schools most commonly used Title I-funded staff to provide supplemental instruction in reading and/or mathematics, but SWPs were more than twice as likely as TAPs to use these staff for other types of instruction and instructional support.

Principals in SWP schools were more likely than those in TAP schools to report using Title I staff to support instruction in reading (74 percent vs. 55 percent) and mathematics (55 percent vs. 33 percent).



Larger differences were found for other types of instruction and instructional support. SWPs were more than five times as likely as TAPs to use Title I-funded staff to provide instruction in subjects other than mathematics and reading (26 percent vs. 5 percent). SWPs were more than twice as likely to use Title I staff to provide support for EL students (21 percent vs. 9 percent), support for special education (19 percent vs. 8 percent), parent involvement (33 percent vs. 15 percent), data and analytics support (40 percent vs. 18 percent), and technology support (20 percent vs. 6 percent). SWPs were also more likely to use Title I staff to support extended-time programs (25 percent vs. 14 percent).

**Most of the staff funded through Title I focused on reading instruction or math instruction, followed by extended-time programs and data and analytic support.**

Reading instruction accounted for 39 percent of Title I staff in SWP schools and 47 percent in TAP schools, and mathematics instruction accounted for 19 percent and 20 percent, respectively. Differences between SWP and TAP schools were in most cases not statistically significant, with the exception of a significant difference for instruction in subjects other than reading or mathematics, which accounted for 6 percent of SWP staff and less than 2 percent of TAP staff.

**Few SWP schools used their Title I staff only for reading instruction (7 percent, compared with 21 percent of TAP schools).**

Although SWP schools were less likely to use staff only for reading, SWP schools more often had staff supporting service areas in addition to reading and mathematics compared with TAP schools (48 percent vs. 22 percent).

**While the majority of SWP schools reported traditional uses of Title I, namely reading and mathematics instruction, and push-in or pull-out interventions, six of the 26 SWP case study schools provide examples of more novel uses of Title I funds.**

These activities included (1) counseling services to address students' social-emotional and nonacademic skills, (2) school climate interventions, (3) use of education technology and digital learning tools, (4) summer bridge programs for incoming students, (5) specialized use of academic specialists, and (6) academic enrichment activities.

### ***Making Decisions About the Use of Title I Funds***

**The ways that schools used Title I funds were relatively stable over time, with the majority of principals in both SWP and TAP schools reporting minor changes or no changes to how Title I funds were used during the previous three years.**

Twenty-one percent of SWP principals reported having made significant revisions to their use of Title I funds, compared with 12 percent of TAP principals; the difference between SWP and TAP schools was not statistically significant. However, TAP schools were significantly more likely than SWP schools to report making no changes in how they used their Title I funds during the past three years (30 percent vs. 10 percent).

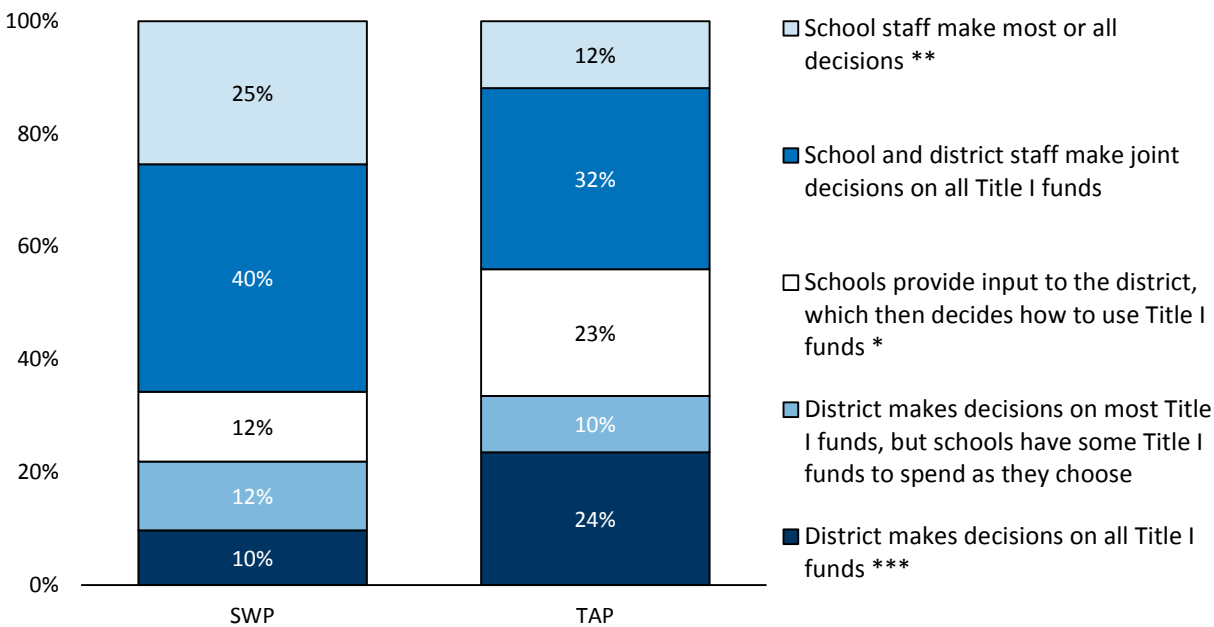
District administrators reported that SWP schools controlled an average of 47 percent of the Title I funds allocated to their schools, compared with 8 percent in TAP schools.

The figures reported by district administrators indicate that 40 percent of SWP schools controlled at least three quarters of their Title I funds, compared with just 5 percent of TAP schools. Conversely, 90 percent of TAP schools controlled less than a quarter of the Title I funds allocated to them, compared with 47 percent of SWP schools.

In most Title I schools, districts and schools collaborated on decisions regarding use of Title I funds, but SWP principals schools were more likely than those in TAP schools to report making all or most decisions about the use of Title I funds.

Title I school principals most commonly indicated a joint decision-making process for the use of Title I funds between school and district staff (40 percent of SWP principals and 32 percent of TAP principals). However, principals of SWP schools were more likely to report that they made most or all decisions regarding Title I funds (25 percent vs. 12 percent), while TAP school principals were more likely to report that the district made decisions on all Title I funds (24 percent, compared with 10 percent of SWP principals) (Exhibit ES-2).

**Exhibit ES-2. Level of school involvement in making decisions about the use of Title I funds, by school characteristics, as reported by principals**



**Exhibit reads:** Among Title I SWP schools, 25 percent reported that schools staff make most or all decisions related to Title I funds.

Note: Asterisks indicate a statistically significant difference between SWP and TAP schools: \* $p < .05$ , \*\* $p < .01$ , \*\*\* $p < .001$ .  
 Source: Principal survey ( $n = 608$  SWP and 400 TAP schools).

## ***Title I Flexibility in Schoolwide Programs***

Few SWP principals reported that their school consolidated Title I funds with other federal, state, and local funds (6 percent), but a larger proportion (50 percent) indicated that they coordinated the use of Title I funds with other funds.

Eight percent of SWP schools reported that they neither consolidated nor coordinated funds from Title I and other programs, and, notably, 36 percent of principals did not know how to characterize their schools' approach.

Case study SWP principals who reported coordinating the use of Title I funds with other federal, state, and local funds often described co-funding staff positions or services in a way that may have a similar practical result as consolidating the funds.

Among the 10 case study schools that reported coordinating funds from Title I and other programs, five co-funded specific staff positions, such as support teachers, instructional coaches, and classroom teachers. The remaining five schools otherwise managed funds in concert to support particular initiatives. For example, one SWP middle school used multiple funding streams to support student tutoring to prepare for state assessments. In another school, three EL teachers were funded through Title I and one through other funds, with "all working together" to serve EL students.

According to district administrators, the biggest challenge for consolidating Title I funds with funds from other sources was state accounting rules that require separate accounting for federal programs.

Nearly half (47 percent) of district administrators surveyed reported that state accounting rules requiring separate accounting for federal program funds posed a moderate or major challenge to consolidating Title I funds with funds from other sources. Other commonly reported challenges included a lack of information about how to consolidate funds (37 percent), concern about potential audit exceptions (37 percent), district accounting rules requiring separate accounting for different funding sources (35 percent), and the need for more training and understanding about program issues (34 percent) and finance issues (32 percent).

## **Conclusion**

In summary, this study detected some notable differences between SWPs and TAPs. Consistent with the intent that SWP schools use the federal funds in a comprehensive, schoolwide manner, SWP schools used Title I funds for a broader array of staff position types and services compared with TAP schools. Moreover, SWPs had greater control over their use of Title I funds than did TAP schools. Not only do SWP schools control a greater portion of their Title I funds, but a wider range of stakeholders are involved in decisions about how Title I funds are used. Although survey data suggest that most Title I schools are using their funds for fairly traditional purposes, the case study data provide examples of Title I-funded activities that go beyond conventional practices, including such activities as counseling services, interventions to improve school climate, summer bridge programs, and academic enrichment activities. These examples suggest that more Title I schools, particularly SWPs, have an open opportunity to leverage the flexibility under Title I to implement more innovative strategies that might better meet the varied needs of their students.



## Chapter 1. Introduction

Students in high-poverty schools often enter school with profound educational needs, both academic and social-emotional. Compounding this, schools with high concentrations of students from impoverished backgrounds often have lower capacity to address their learning needs, thus putting these students at an even greater disadvantage (Baker 2014; Betts, Rueben, and Danenberg 2000). For more than 50 years, Title I of the *Elementary and Secondary Education Act of 1965 (ESEA)* has aimed to improve the prospects of these students by providing additional funding for their schools to support supplementary educational services and improve outcomes for low-achieving students.

Although the Title I program initially targeted services to specific students identified as low achieving, the program has increasingly emphasized the provision of schoolwide services in high-poverty schools. Early evaluations of the Title I program found that targeting services specifically to certain students could fragment a student’s learning experience; targeted students often were pulled out of their regular classrooms to receive remedial instruction, in many cases by teacher aides with less education and experience compared with classroom teachers (Birman et al. 1987; Commission on Chapter 1 1992; Wong and Wang 1994). In contrast, research on effective high-poverty schools illustrated that such schools could improve student outcomes for at-risk students by adopting whole-school strategies (Berends et al. 2002; Borman and Hewes 2002; Borman et al. 2003; Mac Iver and Kemper 2002; Wang and Wong 1997).

Because of these concerns, the 1978 reauthorization of the Title I program introduced the option for high-poverty Title I schools to operate SWPs, which provide the flexibility to use Title I funds for whole-school approaches to improvement. Unlike schools using the traditional TAP approach, SWP schools are allowed to consolidate Title I funds with those from other federal, state, and local programs and are not required to ensure that the funds are used only for specific students identified as low-achieving. Initially aimed at schools with a student poverty rate of 75 percent or more, successive reauthorizations have reduced the poverty rate threshold for eligibility for schoolwide status to 50 percent under the 1994 reauthorization and 40 percent under the *No Child Left Behind Act of 2001 (NCLB)*. The most recent reauthorization, the *Every Student Succeeds Act of 2015 (ESSA)* retained the 40 percent threshold for an SWP but added the authority for state educational agencies to waive the minimum poverty threshold if they determine that an SWP will best serve the academic needs of the students in the school, among other factors.<sup>1</sup> Over time, the percentage of Title I schools that operated SWPs increased from 10 percent in 1994–95 to 32 percent by 1996–97, 58 percent by 2004–05, and 77 percent in 2014–15 (the most recent year for which such data are available).

Implicit in the intent for SWPs is that the flexibility will allow them to implement systemic, schoolwide interventions, thus leading to more effective services and better academic outcomes for all students in schools with high concentrations of poverty, particularly the lowest-achieving students. At the same time, the continuation of the TAP approach also reflects a specific policy intent: to focus the smaller

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<sup>1</sup> Most of the changes enacted under *ESSA*, including those relevant to SWPs and TAPs, did not take effect until the 2017–18 school year. Thus, the requirements under *NCLB* remained in effect during the period covered by this study.

amount of total Title I funding in lower-poverty schools<sup>2</sup> on supporting students with the greatest needs rather than diluting the funds across a larger number of students.

## Study Overview

### *Study Purpose*

The purpose of this study was to enable policymakers and educators to gain a better understanding of how SWPs use their flexibility to design schoolwide services and strategies to address the needs of low achievers and compare these practices with those used by TAPs. Specifically, the data collected for this study provide insight into the types of interventions and services that SWP and TAP schools support with Title I funds; the decision-making processes that inform the use of funds, including the stakeholders who participate in that decision making; and the extent to which Title I funds are coordinated or consolidated with other funding sources to support improved student outcomes.<sup>3</sup> The study focused on three main study questions:

1. Do schoolwide and targeted assistance programs differ in how they use Title I funds to improve student achievement, particularly for low-achieving subgroups?
2. How do districts and schools make decisions about how to use Title I funds in schoolwide programs and targeted assistance programs?
3. To what extent do schoolwide programs consolidate Title I funds with other funds or coordinate the use of Title I funds with other funds?

This chapter describes the general framework for the overall study and provides information on sample selection, data collection, analysis, and quality control protocols. Additional detail is provided in Appendix A.

### *Conceptual Framework*

*Conceptual Framework.* The concept underlying the SWP provisions of Title I is to provide high-poverty schools with additional flexibility – both in terms of the students that may be served and the fiscal requirements that must be met – in exchange for comprehensive schoolwide planning. Whereas TAP schools may use Title I funds only to provide supplemental services to specific students who have been identified as failing (or most at risk of failing) to meet state standards, SWPs may use the funds to upgrade the entire educational program in the school in order to improve the academic achievement of all students, particularly the lowest-achieving students. SWPs are not required to identify specific students as eligible to participate or demonstrate that the services provided with Title I funds are supplemental to services that would otherwise be provided.

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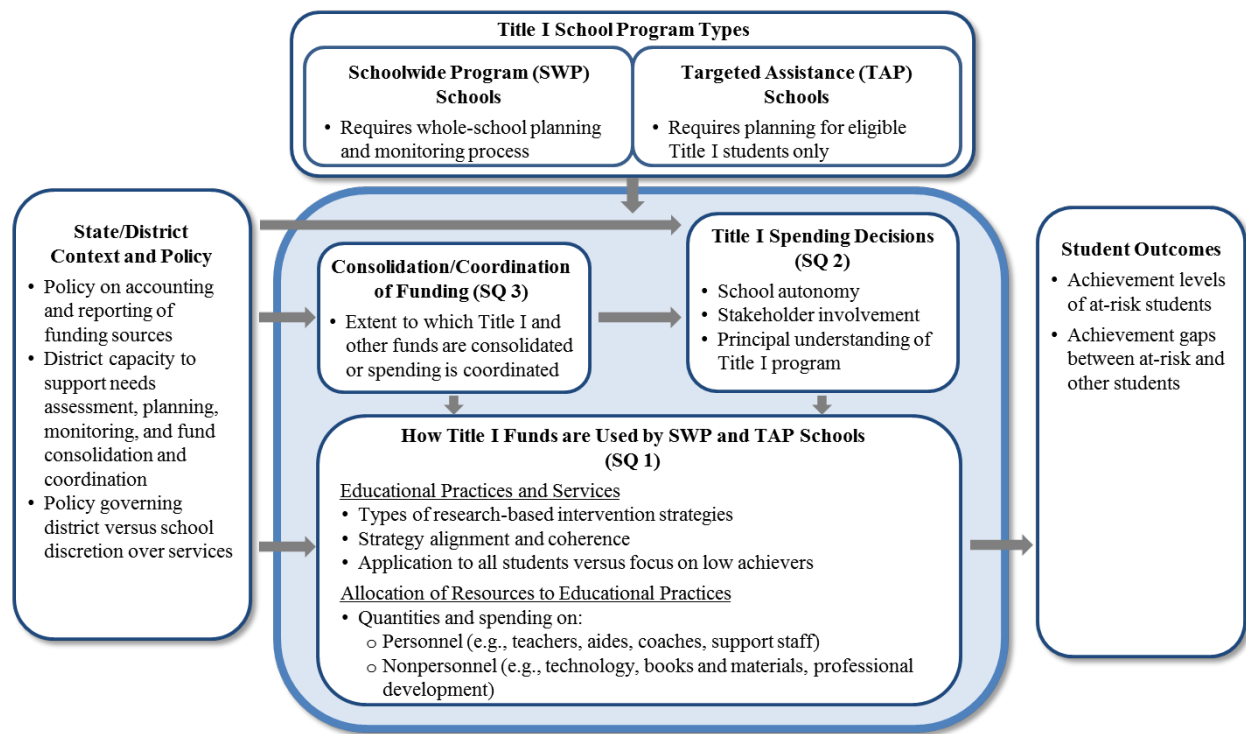
<sup>2</sup> Because Title I funds are allocated to schools based on their numbers of children from low-income families, schools with low concentrations of such children tend to receive smaller total amounts of Title I funds than schools with higher poverty rates.

<sup>3</sup> In this report, we use the term “consolidated” to mean that funds from Title I and other sources are merged together in a single account and cannot be identified as specifically associated with any particular expenditure. We use the term “coordinated” to mean that specific expenditures could be associated with funding sources, but expenditures were planned in a coordinated way so that multiple funding sources sometimes supported the same objectives or similar programs.

In addition, SWP schools may consolidate Title I funds with federal, state, and local funding, while TAP schools may not. In consolidating funds, an SWP does not need to meet most of the statutory and regulatory requirements of the federal programs included in the consolidation as long as it meets the intent and purposes of those programs. Moreover, SWPs are not required to maintain separate fiscal accounting records by program that identify the specific activities supported by those funds. In exchange for this flexibility, SWP schools must develop a comprehensive plan, based on a needs assessment of the entire school, that includes strategies for improving teaching and learning in the school. The law requires SWPs to include parents and other key stakeholders in the development of the schoolwide plan. In addition, the school must annually evaluate the SWP’s implementation and results in terms of student achievement and revise the schoolwide comprehensive plan as necessary. In contrast, TAPs must ensure that planning for serving Title I-eligible students is incorporated into existing school planning; coordinate with and support the regular education program; and review the progress of participating students on an ongoing basis and revise the TAP as necessary.

The study focused on how Title I SWPs and TAPs compare in how they use these federal resources to improve academic outcomes, particularly for low-achieving students, as well as on the complex interplay among school decision making, use of funds, and implementation of educational practices. The conceptual framework grounding this study is depicted in Exhibit 1.

**Exhibit 1. Conceptual framework for study**



**Study Design Overview**

This study used both quantitative and qualitative approaches and included three data collection activities:

1. **Nationally representative surveys** of 404 Title I district coordinators and 1,421 principals of Title I schools, including 823 SWP schools and 598 TAP schools. The surveys were completed by 310 districts and 1,042 principals from this sample, including 622 SWP and 420 TAP principals. The survey data were used to provide estimates of practices in Title I schools across the United States.
2. **Site visits to** a purposive sample of 35 Title I SWP and TAP case study schools in five states. During the site visits, the study team conducted interviews with principals, other school staff involved in Title I, and district administrators. The case studies were used to obtain deeper insight into the decision-making process for the use of Title I and other funds in SWP and TAP schools, including the key stakeholders involved, the strategies and interventions that Title I funds are used to support, how Title I funds are coordinated or consolidated to improve student outcomes, and factors that challenge and facilitate Title I implementation at the local level.
3. **Extant data** from the 35 case study school sites, including school-level Title I plans and school budget documents. These documents were used to identify the educational interventions and services that are supported with Title I funds at SWP and TAP schools, the amounts of funding devoted to various types of interventions and services in both types of schools, and the extent to which SWP schools use schoolwide funds flexibly and in ways that would not be permissible in TAP schools. The data also were analyzed to identify any potentially innovative ways of using funds to support improvement efforts.

### ***Characteristics of Schoolwide Programs and Targeted Assistance Programs***

Nationwide, there were nearly 44,000 SWPs and over 12,000 TAPs in the 2014–15 school year. SWPs accounted for 49 percent of all regular elementary and secondary schools, 46 percent of students, and 64 percent of students from low-income families (based on eligibility for free or reduced-price lunch). In contrast, TAPs accounted for 14 percent of schools, 11 percent of students, and 8 percent of low-income students (see Exhibit 2).

**Exhibit 2. Distribution of schools, students, and students from low-income families, by school Title I status, 2014–15**

School type	Schools	Students	Students eligible for free or reduced-price lunch
Title I schools	62%	56%	71%
Schoolwide programs	49%	46%	64%
Targeted assistance programs	14%	11%	8%
Non-Title I schools	38%	44%	29%
<b>All schools</b>	<b>89,834</b>	<b>49,168,748</b>	<b>25,594,334</b>

**Exhibit reads:** Title I schools accounted for 62 percent of all regular elementary and secondary schools in 2014–15.

Source: U.S. Department of Education, National Center for Education Statistics, Common Core of Data (CCD), Public Elementary/Secondary School Universe Survey, 2014–15.



SWPs and TAPs are similarly distributed among the elementary, middle, and high school levels, but SWPs are more frequently located in urban areas while TAPs are more common in suburban and rural areas. Due to the schoolwide eligibility requirements, SWPs tend to have substantially higher poverty levels than TAPs: 86 percent of SWPs had more than 50 percent low-income students, compared with 29 percent of TAPs (see Exhibit 3.)

**Exhibit 3. Distribution of schoolwide programs, targeted assistance programs, Title I schools, and non-Title I schools, by various demographic characteristics, 2014–15**

Characteristic	Schoolwide programs	Targeted assistance programs	All Title I schools	Non-Title I schools
<b>By grade level</b>				
Primary	70%	71%	71%	40%
Middle	15%	15%	15%	23%
High	10%	9%	10%	32%
Other	4%	4%	4%	5%
<b>By percent eligible for free or reduced-price lunch</b>				
75–100%	49%	8%	40%	5%
50–74%	37%	21%	33%	19%
35–49%	10%	26%	14%	23%
0–34%	4%	45%	13%	52%
<b>By urbanicity</b>				
City	36%	10%	30%	21%
Suburb	25%	39%	28%	39%
Town	14%	13%	14%	12%
Rural	25%	38%	28%	28%
<b>Number of schools</b>	<b>43,612</b>	<b>12,229</b>	<b>55,841</b>	<b>33,993</b>

**Exhibit reads:** Primary schools accounted for 70 percent of SWPs in 2014–15.

Source: U.S. Department of Education, National Center for Education Statistics, Common Core of Data (CCD), Public Elementary/Secondary School Universe Survey, 2014–15.

## Sample Selection

This section briefly describes the methods for selecting the nationally representative samples of Title I districts, SWPs, and TAPs as well as the case study sample.

### Survey Sample

The target school population included schools that received Title I funding in either the current school year (i.e., 2016–17) or the previous school year (i.e., 2015–16), and the target district population included districts that had at least one school receiving Title I funding in either the current or prior school year. The sample frame for both the district and school principal surveys was constructed from the 2013–14 Common Core of Data (CCD) Public Elementary/Secondary School Universe File, which was the most recent list of schools available at the time of sampling. Because school Title I status may change from one year to another, more recent Title I status data from *EDFacts* 2014–15 was merged into the CCD file and used to identify the Title I status of schools and districts. Schools with no student enrollment were

considered ineligible for inclusion in the study, as were the following types of schools: school type other than regular or vocational, online or virtual schools, detention or treatment centers, and homebound schools. The nationally representative sample selected for the study included 404 districts and 1,421 schools, including 823 SWP schools and 598 TAP schools. The survey data were used to provide estimates of practices in Title I schools across the United States.<sup>4</sup> In all, 310 districts and 1,042 principals completed the surveys, including 622 SWP and 420 TAP principals.<sup>5</sup>

### ***Case Study Sample***

To select the purposive sample of 35 schools, the study team first selected five states in which the case study schools would be located, and then used an iterative process aimed at selecting a school sample that included variation on observable characteristics such as school grade level, urbanicity, school accountability status, school size, and student demographics, while limiting the total number of districts represented in the sample (in order to minimize travel costs). The case study sample was developed independent of the survey sample. Fourteen case study schools were also included in the survey sample by chance; however, the survey was administered to all case study schools for use in case study analyses.

The five states were selected from states that have a sufficiently large pool of SWP and TAP schools that met the school-level criteria and were clustered within districts with schools of the same school level and opposite Title I program type (e.g., SWP elementary schools and TAP elementary schools). We also sought to balance the five-state sample across geographic regions. There were three school-level criteria to be considered for the case study sample, a school must: (1) be identified as an elementary, middle, or high school; (2) have at least 40 percent of its students eligible for free or reduced-price lunch; and (3) have data available on urbanicity and school accountability status. Because SWPs tend to have higher poverty rates than TAPs, we also sought to balance the number of SWPs and TAPs that had relatively high and low poverty rates.

The final case study sample was nested within the states of California, Georgia, Michigan, New York, and Virginia. The 35 case study schools included 26 SWPs and nine TAPs; 17 elementary schools, nine middle schools, and nine high schools; and 14 high-poverty schools (with 75 percent or more of students eligible for free or reduced-price lunch), 14 medium-poverty schools (50 percent to 74 percent of students eligible for free or reduced-price lunch), and seven low-poverty schools (40 percent to 49 percent of students eligible for free or reduced-price lunch). Schools of various poverty levels were well balanced within the SWP and TAP groups: the 26 SWPs included 11 high-poverty, 11 medium-poverty, and four low-poverty schools, and the nine TAPs included three high-poverty, three medium-poverty, and three low-poverty schools. School enrollment size ranged from a high of 1,877 to a low of 37 students. Exhibit 4 displays key characteristics of the case study schools; readers should note that all case study school names in this report are pseudonyms.

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<sup>4</sup> By chance, the nationally representative sample of Title I schools included 14 schools that were also part of the case study sample. Although the principal survey was administered to all case study schools (to support the case study analyses), the survey results presented in this report are based just on the responses of the randomly sampled schools.

<sup>5</sup> For more detailed explanations of the survey sampling and methodology, see Appendix A.

**Exhibit 4. Characteristics of case study schools**

Case study schools	Title I status	School level	Percent eligible for free or reduced-price lunch	Enrollment	Percent Hispanic	Percent Black
<b>State A</b>						
School A-1	SWP	Elementary	72	400	41	3
School A-2	SWP	Elementary	64	300	96	2
School A-3	SWP	Middle	94	500	93	2
School A-4	SWP	Middle	50	1,700	46	9
School A-5	SWP	High	47	1,200	15	75
School A-6	TAP	High	87	1,400	94	1
School A-7	TAP	High	43	1,800	59	3
<b>State B</b>						
School B-1	SWP	Elementary	68	800	8	52
School B-2	SWP	Elementary	67	400	2	67
School B-3	SWP	Middle	100	300	4	53
School B-4	SWP	High	100	800	1	67
School B-5	SWP	High	96	1,900	38	46
School B-6	SWP	High	91	1,300	78	12
School B-7	TAP	Middle	41	1,200	6	15
<b>State C</b>						
School C-1	SWP	Elementary	95	600	0	1
School C-2	SWP	Elementary	65	700	1	2
School C-3	SWP	Elementary	57	500	2	10
School C-4	SWP	Middle	61	900	1	15
School C-5	SWP	High	56	200	4	14
School C-6	SWP	High	48	1,900	3	7
School C-7	TAP	Middle	58	800	1	16
<b>State D</b>						
School D-1	SWP	Elementary	86	300	33	57
School D-2	SWP	Elementary	43	50	0	0
School D-3	SWP	Middle	41	300	1	6
School D-4	SWP	High	85	1,600	30	55
School D-5	TAP	Elementary	84	400	61	23
School D-6	TAP	Elementary	81	700	40	56
School D-7	TAP	Elementary	55	400	15	63
<b>State E</b>						
School E-1	SWP	Elementary	84	400	6	89
School E-2	SWP	Elementary	66	600	53	22
School E-3	SWP	Elementary	51	300	4	9
School E-4	SWP	Middle	96	700	0	98
School E-5	SWP	Middle	77	1,000	63	20
School E-6	TAP	Elementary	66	700	28	54
School E-7	TAP	Elementary	42	500	7	15

**Exhibit reads:** The first of the seven case study schools in “State A” is an SWP with 72 percent of its students receiving free or reduced-price lunches.

Note: Enrollment numbers have been rounded to mask the identity of the schools.

Source: Demographic data for the case study schools were obtained from U.S. Department of Education, National Center for Education Statistics, Common Core of Data (CCD), Public Elementary/Secondary School Universe Survey, 2014–15.

## Data Collection

### Surveys

The surveys were administered to districts and principals from November 2016 through April 2017. The target respondent for the district survey was the individual with the most knowledge about district Title I implementation (typically the district Title I coordinator). To be eligible for the surveys, districts had to have at least one school receive Title I funding for either the 2015–16 or the 2016–17 academic year, and the selected school for the principal survey also had to have received funding. Surveys were administered primarily through an online platform, with a small percentage completing a paper questionnaire. The final response rates were 76 percent on the district survey and 75 percent on the principal survey (for both SWP principals and TAP principals).

To ensure that analyses reflected the population of Title I-eligible schools and districts serving Title I-eligible students, analytic weights were created to reflect the probability of selection into the sample, with adjustments for differential response rates among subgroups (see Exhibit 5).

**Exhibit 5. Survey distribution of schoolwide programs, targeted assistance programs, Title I schools, and non-Title I schools, by various demographic characteristics, 2014–15**

Characteristic	Schoolwide programs		Targeted assistance programs		All Title I schools	
	Unweighted	Weighted	Unweighted	Weighted	Unweighted	Weighted
<b>By grade level</b>						
Primary	76%	73%	70%	68%	74%	72%
Middle	14%	14%	15%	18%	14%	15%
High	8%	10%	10%	10%	9%	10%
Other	2%	3%	4%	4%	3%	3%
<b>By percent eligible for free or reduced-price lunch</b>						
0–34%	3%	3%	45%	43%	19%	12%
35–49%	9%	10%	25%	28%	15%	14%
50–74%	36%	40%	19%	23%	29%	36%
75–100%	53%	48%	12%	6%	36%	38%
<b>By urbanicity</b>						
City	35%	37%	11%	8%	25%	30%
Suburb	36%	25%	41%	37%	38%	27%
Town	10%	14%	12%	13%	11%	14%
Rural	19%	25%	36%	43%	26%	29%
<b>Number of observations</b>	<b>622</b>	<b>42,358</b>	<b>420</b>	<b>12,197</b>	<b>1,042</b>	<b>54,555</b>

**Exhibit reads:** Primary schools accounted for 76 percent of the unweighted survey sample distribution of SWP schools.

Sources: Principal survey; U.S. Department of Education, National Center for Education Statistics, Common Core of Data (CCD), Public Elementary/Secondary School Universe Survey, 2014–15.

## **Case Studies**

*Data Collection.* The research team conducted site visits to the 35 case study schools from January through March 2017. In each case study site, research staff conducted interviews with up to 10 respondents:

- District Title I coordinator
- District budget official (if different from the Title I coordinator)
- School principal
- School budget official (if different from the principal)
- Staff member paid through Title I
- Focus group with up to five school improvement team members, excluding the principal

In total, the study team conducted 154 interviews and focus groups on-site, including 39 interviews with district officials, 33 principal interviews, 30 interviews of staff paid through Title I, 18 interviews with other staff (such as school budget officers), and 34 school improvement team focus groups. All but six of the interviews were audio recorded; one district superintendent asked that staff not consent to recordings. The study team also conducted follow-up telephone interviews to obtain missing information, where necessary. Immediately after the site visits, the site visitors completed a preliminary data capture document to facilitate quick synthesis of the information gained from the interviews.

Case study schools were also asked to provide their Title I budgets for the 2015–16 and 2016–17 school years, as well as their total operational budgets (totals only). All 35 case study schools provided their Title I budgets for 2016–17 and 26 schools provided this for 2015–16. In addition, the same principal survey that was conducted in the nationally representative sample of Title I schools was also administered to all case study schools for use in the case study analyses.<sup>6</sup>

## **Analysis Methods**

The analysis of the survey and case study data was guided by three core principles: (1) structuring the analyses such that they yield relevant findings, (2) adhering to standards for the rigor of qualitative and quantitative analyses to ensure valid and reliable results, and (3) following National Center for Education Statistics (NCES) and Policy and Program Studies Service (PPSS) standards for reporting the results.

## **Surveys**

The analyses for this study were largely descriptive and involved calculating averages of various survey items across different subgroups of respondents. In analyses comparing survey responses for SWP and

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<sup>6</sup> Survey results for the case study schools were not included in the survey results presented in this report, except for the 14 case study schools that were also selected, by chance, for the nationally representative sample.

TAP schools, significance tests were conducted to determine whether the differences between SWP and TAP schools were statistically significant at conventional levels.<sup>7</sup>

Responses to the survey were used to summarize findings in an aggregate manner or to provide examples of program implementation in a manner that does not associate responses with a specific site or individual. No district, school, or staff member is named in the reporting of these data. All efforts were made to keep the description of the site general enough so that the identity of the site cannot be determined. In addition, responses to each item in the survey were reviewed for potential disclosure risk and suppressed as necessary. Please note that key findings in this report are based on survey analyses unless the finding specifically refers to the case studies.

### ***Case Studies***

Our approach to the case study analyses was purposefully integrated, leveraging all data sources to enhance our understanding of each school site as a whole as well as to detect patterns across schools with different characteristics and contexts.

Data from the three data sources — on-site interviews, budget and fiscal data, and surveys of district and school administrators — were used to produce case narratives that integrated data to provide a holistic understanding of exemplar school cases. In addition, school-level classification rubrics (e.g., high, medium, and low ratings on key constructs) were created to facilitate understanding and description of variation among the case study schools and to identify outliers or exemplars.

To analyze the Title I budget data, budget line items were categorized using consistent categories across the sites, as well as distinguishing personnel and nonpersonnel expenditures. Interview data and budget narratives (when available) helped inform this coding. We then summarized the proportion of spending in each category for each school, SWP schools, TAP schools, and the sample overall. To understand the extent to which the planned use of Title I funds differed from year to year, we compared the proportion of Title I funds planned for each category in 2015–16 and 2016–17. Data on schools' total operational budgets were used to estimate the proportion of school resources provided through Title I.

The study team also conducted a cross-case analysis to assess the prevalence of practices across sites, prepared cross-tabulations to detect associations among variables, and identified examples of Title I practices that may be of interest to policymakers and other educators. Although the survey data provided nationally representative findings about key practices in Title I schools that could be disaggregated by key variables of interest (e.g., SWP vs. TAP schools), the case study data enabled us to examine associations among variables that could not be measured in the survey. Further details on the methods for the case study analyses are provided in Appendix A.

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<sup>7</sup> Throughout the report, for our primary analyses examining differences between SWP and TAP schools, the text only highlights differences that are statistically significant. However, occasionally we present certain tentative conditional analyses without conducting statistical significance tests (e.g., showing data broken down by both Title I program type and Title I allocation size). We also do not conduct statistical significance tests when presenting tabulations based on case study data.

## **Study Limitations**

Readers should note some limitations to the interpretation and generalizability of the study findings. Although the study included a relatively large number of case study sites, these sites are not nationally representative and the data cannot be generalized to the nation as a whole. The study aimed to collect detailed information on the uses of Title I funds through the surveys, but this information may not have been readily available to respondents or may not have existed in the standardized categories requested in the surveys, and respondents were asked to estimate their Title I expenditures for various categories. The survey response rates (75 percent) were lower than the Office of Management and Budget target for federal evaluations (85 percent), but we consider them very good for a survey with unusually challenging items that requested detailed fiscal information.





## Chapter 2. Use of Title I Funds for Personnel and Nonpersonnel Resources

The goal of the flexibility offered to Title I schoolwide programs is to enable them to use Title I funds to implement “a comprehensive reform strategy designed to upgrade the entire educational program in a Title I school to improve the achievement of the lowest-achieving students” (*ESEA* section 1114(a)(1)). In contrast, targeted assistance programs must focus their Title I funds exclusively on services and resources for students identified as low achieving.

Historically, Title I funds have been used to support staff: In 2004–05, 59 percent of Title I funds were spent on salaries and benefits for instructional staff, and 14 percent was devoted to other instructional expenditures (Chambers et al. 2009). However, previous resource allocation studies have not sought to compare practices in SWP and TAP schools or to explore the activities in which Title I staff engage.

This chapter provides an overview of Title I funding levels and allocation requirements, followed by an examination of the types of personnel and nonpersonnel resources purchased with Title I. In the following chapter, we will examine the services supported by Title I-funded personnel and nonpersonnel.

### Overview of Title I Funding

In fiscal year 2016, funding for Title I Part A Grants to local educational agencies was \$14.9 billion, or 39 percent of total appropriations for federal elementary-secondary education programs administered by the U.S. Department of Education (\$38.1 billion). More than half of all public schools received Title I funds, including two thirds of all elementary schools. More than three out of four Title I schools operated SWPs (U.S. Department of Education 2016a).

Title I funds are allocated to school districts and schools primarily based on the numbers of children from low-income families residing in each district and school attendance area. At the district level, the statutory funding formulas are designed to provide higher levels of funding per low-income student to districts with high percentages or numbers of children in families living below the federal poverty line, based on annual estimates provided by the Census Bureau. In turn, school districts suballocate most of their Title I funds to eligible schools based on each school’s number of low-income children, typically using data from the free or reduced-price lunch program.<sup>8</sup> Districts may give schools differing amounts per low-income child as long as schools with higher poverty rates received higher allocations than schools with lower poverty rates. Because of these provisions, it is expected that, all else being equal, SWPs would receive higher Title I allocations per low-income student, on average, than TAPs (since SWPs have higher poverty rates, on average, than TAPs).

To examine differences in funding between SWP and TAP schools, we calculated average amounts of Title I funds per student and per low-income student (defined as eligible for free or reduced-price lunch) in survey schools and examined Title I as a share of overall budgeted spending in case study schools.

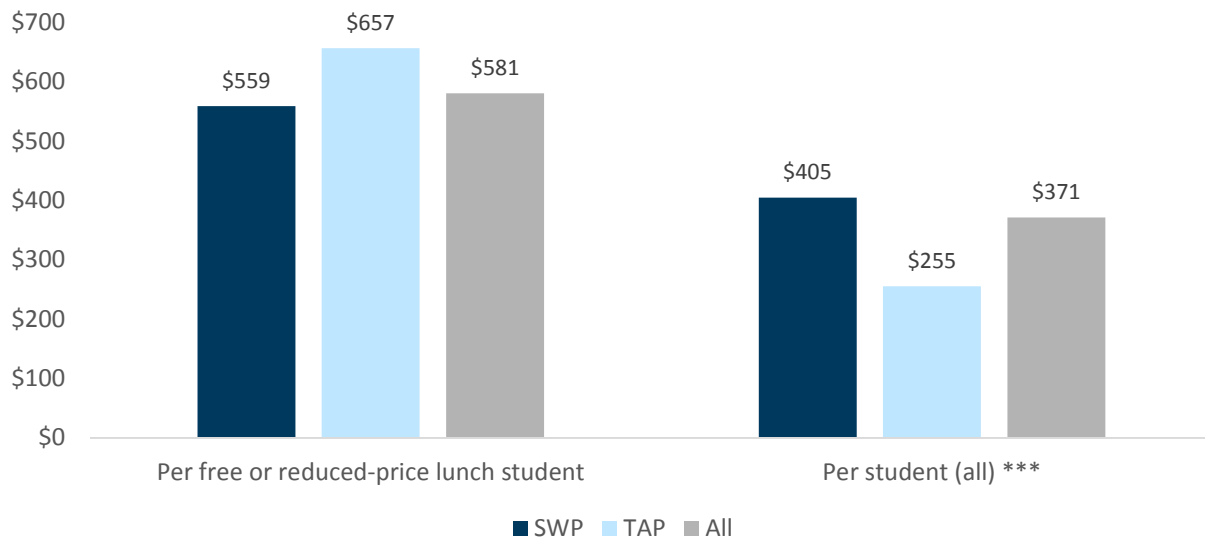
<sup>8</sup> A school is eligible if it has a poverty rate that is at least equal to the district average poverty rate or 35 percent (whichever is less). However, districts may choose to concentrate their Title I funds on their highest-poverty schools and limit school eligibility to a poverty level that is higher than the districtwide average.

On average, Title I funding per low-income student amounted to \$559 in SWP schools and \$657 in TAP schools), but the difference between the two school types was not statistically significant.

This finding is consistent with prior research that found that high-poverty schools actually receive smaller allocations per low-income student than do low-poverty schools, on average, despite what is expected based on the targeting provisions in the law.<sup>9</sup>

In contrast, when examining per-pupil allocations based on the entire student body, SWP schools received significantly more Title I funding than TAP schools (\$405 and \$255 per pupil, respectively), due to the higher proportions of low-income students enrolled in SWP schools (Exhibit 6).

**Exhibit 6. Average Title I allocations for schoolwide and targeted assistance programs, as reported by district officials, 2015–16**



**Exhibit reads:** SWP schools received an average of \$559 per free or reduced-price lunch student. This amounted to an average of \$405 per student based on overall school enrollment.

Notes: Asterisks indicate a statistically significant difference between SWP and TAP schools: \*\*\* $p < .001$ .

Source: District survey, item D.4 ( $n = 334$  SWP and 261 TAP schools).

Given that the operational expenditures per pupil nationwide in 2013–14 were slightly more than \$11,000 per pupil (NCES 2017), Title I allocations represent, on average, a relatively small share of the overall school budget. Because case study schools provided data on their overall operational budgets as

<sup>9</sup> Chambers et al. (2009) found, based on school allocation data for 2004–05, that Title I funding per low-income student was lower in SWPs than in TAPs, and that it was lower in high-poverty schools than in low-poverty schools, on average. Based on a detailed analysis of within-district Title I allocations, the study concluded that this occurred because low-poverty Title I districts tended to fund a relatively small percentage of their schools and to provide those schools with relatively large allocations per low-income student, whereas high-poverty districts typically provided Title I funds to a large majority of their schools but provided each of these schools with relatively smaller allocations per low-income student, compared with the funding levels that lower-poverty districts provided to their schools.

well as their Title I budgets, we were able to calculate the share of total budgets provided through Title I in these schools, which ranged from a high of 6.6 percent to a low of 0.7 percent.

SWP schools were found throughout the range of school-level operational budget shares made up by Title I allocations. TAP schools, however, had a slightly narrower range, with Title I accounting for no more than 5 percent of a school’s budget (see Exhibit B1 in Appendix B). Although principals generally recognized that Title I was an important funding source, they also pointed out that Title I was a relatively small part of total school funding.

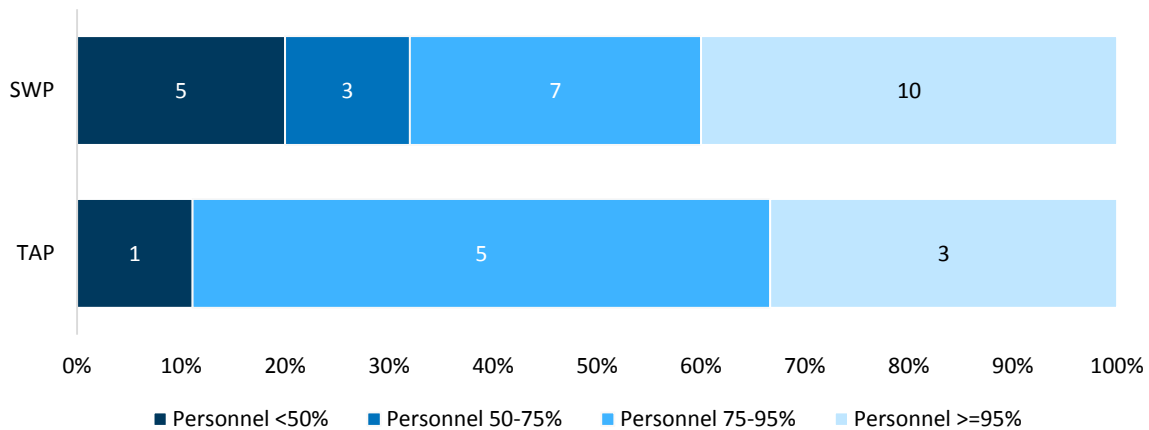
## Title I Personnel Resources

To examine differences in how SWP and TAP schools used their Title I funds, we first examined staff supported by Title I funding by their position type or role. Personnel resources accounted for a majority of Title I spending. On average, Title I schools reported employing approximately six staff per 500 students using Title I funds, with SWP schools averaging 6.4 full-time equivalent (FTE) staff per 500 students and TAP schools averaging 5.0 FTE staff per 500 students.<sup>10</sup>

In 25 of the 34 case study schools with budget data that allowed for an analysis of personnel and nonpersonnel spending, personnel represented more than 75 percent of the overall Title I budget.

However, in some case study schools, nonpersonnel expenditures accounted for the majority of the Title I budget, including five SWPs and one TAP (Exhibit 7).

**Exhibit 7. Number of case study schools that spent various percentages of their Title I funds on personnel, 2016–17**



**Exhibit reads:** Among the 25 SWP case study schools, five spent less than 50 percent of their Title I funds on personnel.

Notes: Includes 34 of the 35 case study schools; one school did not provide their Title I budget.

Sources: Extant budget data; Interview data.

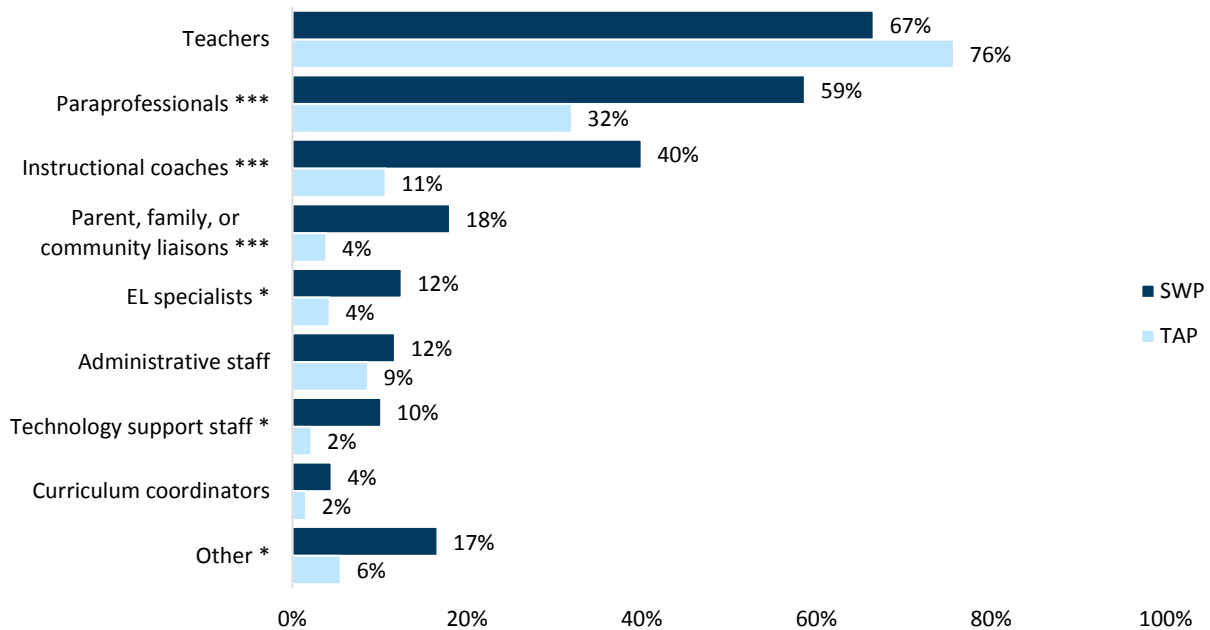
<sup>10</sup> For the remainder of this chapter when discussing percentages of staff of different types or used in different services, these measures always refer to percentages of staff FTEs rather than percentages of positions.

### Types of Staff Paid for With Title I Funds

Although a majority of both SWP and TAP schools used Title I funds to hire teachers, SWP schools were much more likely than TAPs to use Title I funds to hire instructional coaches, parent and community liaisons, technology support staff, and EL specialists.

TAP and SWP principals most commonly reported using Title I funds for teachers (76 percent and 67 percent, respectively; this difference was not statistically significant between TAP and SWP schools). SWP schools were more than three times as likely as TAP schools to report using Title I for instructional coaches (40 percent vs. 11 percent); parent and community liaisons (18 percent vs. 4 percent); and technology support staff (10 percent vs. 2 percent). SWPs were also more likely to use Title I funds for EL specialists (12 percent vs. 4 percent) and paraprofessionals (59 percent vs. 32 percent (Exhibit 8)). These findings suggest that SWP schools use Title I funds for a broader array of staff types than TAP schools.

**Exhibit 8. Percentage of principals who reported using Title I funds to support various staff positions in schoolwide and targeted assistance programs, 2015–16**



**Exhibit reads:** In Title I schools, 67 percent of SWP principals and 76 percent of TAP principals reported using Title I funds for teachers.

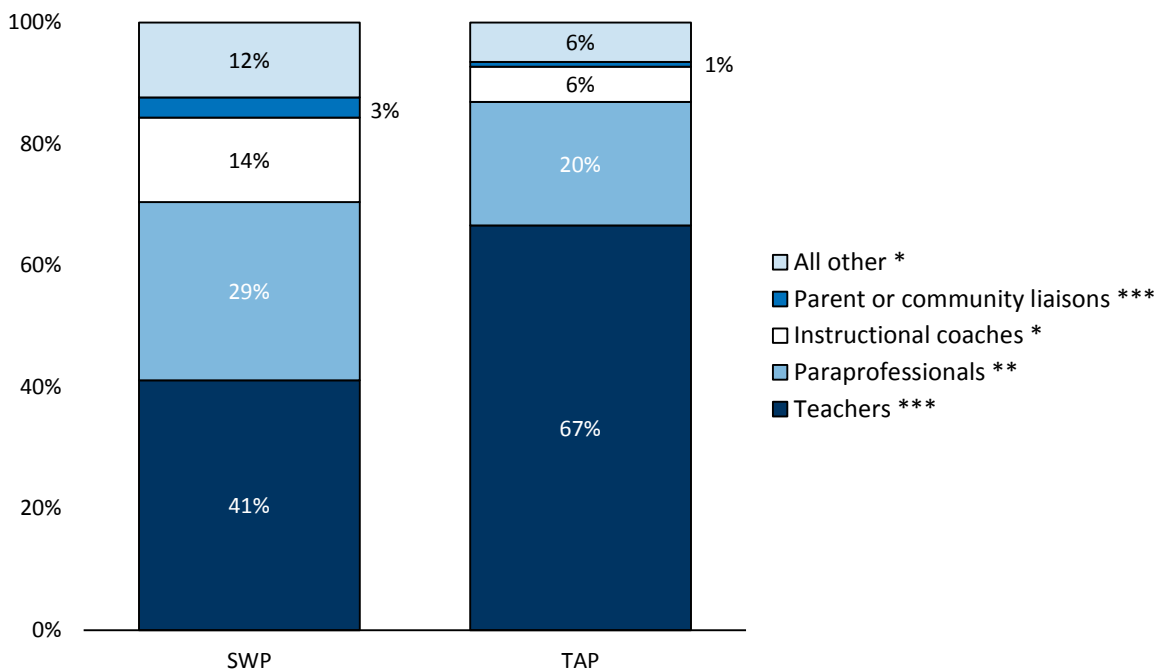
Notes: Asterisks indicate a statistically significant difference between SWP and TAP schools: \* $p < .05$ , \*\*\* $p < .001$ .

Source: Principal survey, item D.2 ( $n = 561$  SWP and  $367$  TAP schools).

Similarly, instructional coaches, paraprofessionals, and parent/community liaisons accounted for a higher percentage of Title I staff in SWP schools than in TAP schools, and teachers accounted for a relatively lower percentage of Title I staff in SWP schools.

Instructional coaches accounted for 14 percent of staff in SWP schools, more than twice the percentage in TAP schools (6 percent).<sup>11</sup> Parent and community liaisons accounted for 3 percent of staff in SWPs and less than 1 percent in TAPs. Paraprofessionals accounted for 29 percent of staff in SWPs and 20 percent in TAPs. Other types of non-teacher staff (such as EL specialists, curriculum coordinators, assessment coordinators, data analysts, administrative staff, and technology support staff) also accounted for a greater proportion of Title I-funded staff in SWPs than in TAPs (12 percent vs. 6 percent). In contrast, teachers accounted for a smaller percentage of staff in SWP schools than in TAP schools (41 percent vs. 67 percent) (Exhibit 9).

**Exhibit 9. Distribution of full-time equivalent Title I staff by position type in schoolwide and targeted assistance programs, as reported by principals, 2015–16**



**Exhibit reads:** On average, teachers represented 41 percent of Title I-funded staff in SWP schools.

Notes: Schools not reporting using Title I funds for FTE staff are not included in this analysis. The “All other” category includes EL specialists, curriculum coordinators, assessment coordinators, data analysts, administrative staff, technology support staff, and those categorized as “other” on the survey. Asterisks indicate a statistically significant difference between SWP and TAP schools: \* $p < .05$ , \*\* $p < .01$ , \*\*\* $p < .001$ . For complete results see Exhibit B2 in Appendix B.  
 Source: Principal survey, item D.2 ( $n = 520$  SWP and  $336$  TAP schools).

<sup>11</sup> When examining the distribution of resources, any respondents reporting that they did not use Title I funds for a particular type of resource are not included. Consequently, the sample sizes for analyses examining the distribution of resources across categories (e.g., Exhibit 9) are smaller than the analyses examining whether principals reported using Title I funds for a particular category of resource (e.g., Exhibit 8).

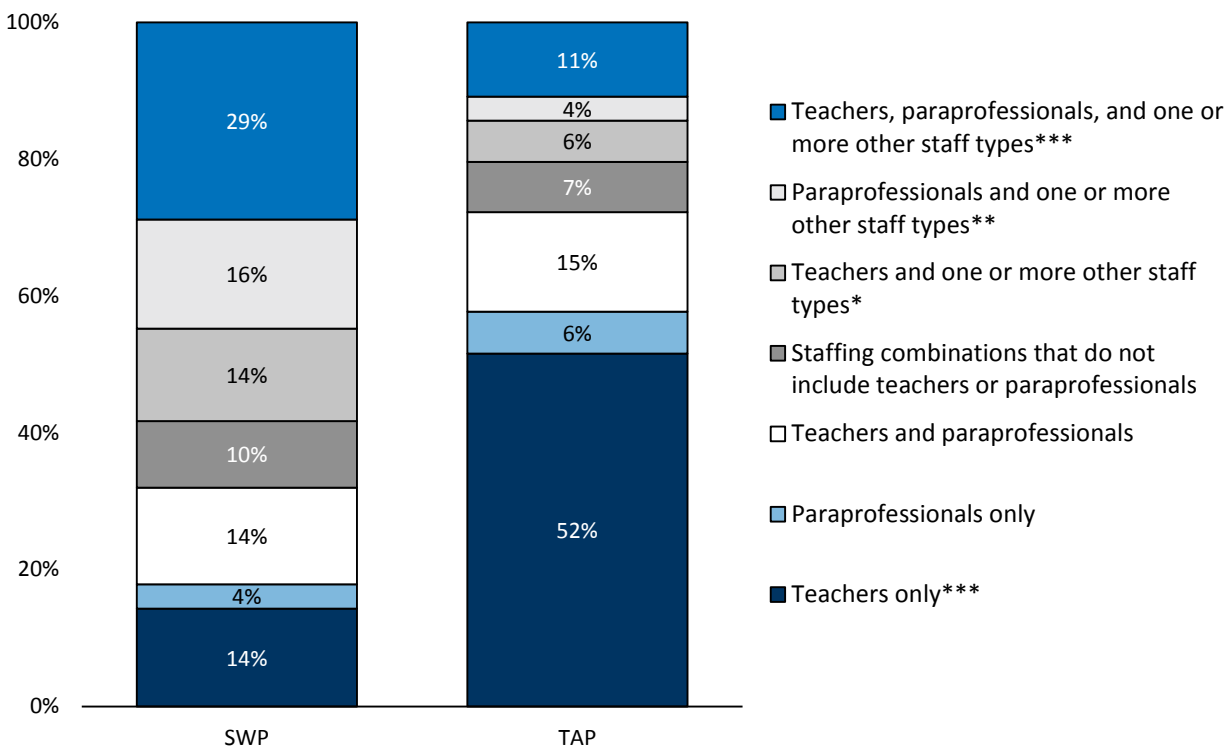
### Common Combinations of Title I Staff Positions

To examine whether SWP schools were more likely to use Title I funds for a wider variety of staff positions than TAP schools, we looked at the common combinations of staff used in SWP and TAP schools. That is, did Title I schools hire only teachers or only teachers plus paraprofessionals? Or did they hire other sorts of staff in combination with teachers?

**A majority of TAP schools dedicated their Title I personnel expenditures exclusively to hiring teachers, while SWP schools more commonly used these funds for a combination of staffing types.**

A relatively small share of SWP schools (14 percent) used Title I staffing positions exclusively for teachers, compared with 52 percent of TAP schools. In contrast, 29 percent of SWP schools used Title I funds for a combination of teachers, paraprofessionals, and at least one other staffing position type, compared with only 11 percent of TAP schools. Similarly, SWPs were more likely than TAPs to use Title I funds for a combination of paraprofessionals and one or more other staffing types (16 percent vs. 4 percent) and for a combination of teachers and one or more other staffing types (14 percent vs. 6 percent) (see Exhibit 10).

**Exhibit 10. Common combinations of staff positions paid for with Title I funds in schoolwide and targeted assistance programs, as reported by principals, 2015–16**



**Exhibit reads:** Among SWP schools using Title I funds for staff, 14 percent used these funds only for teachers.

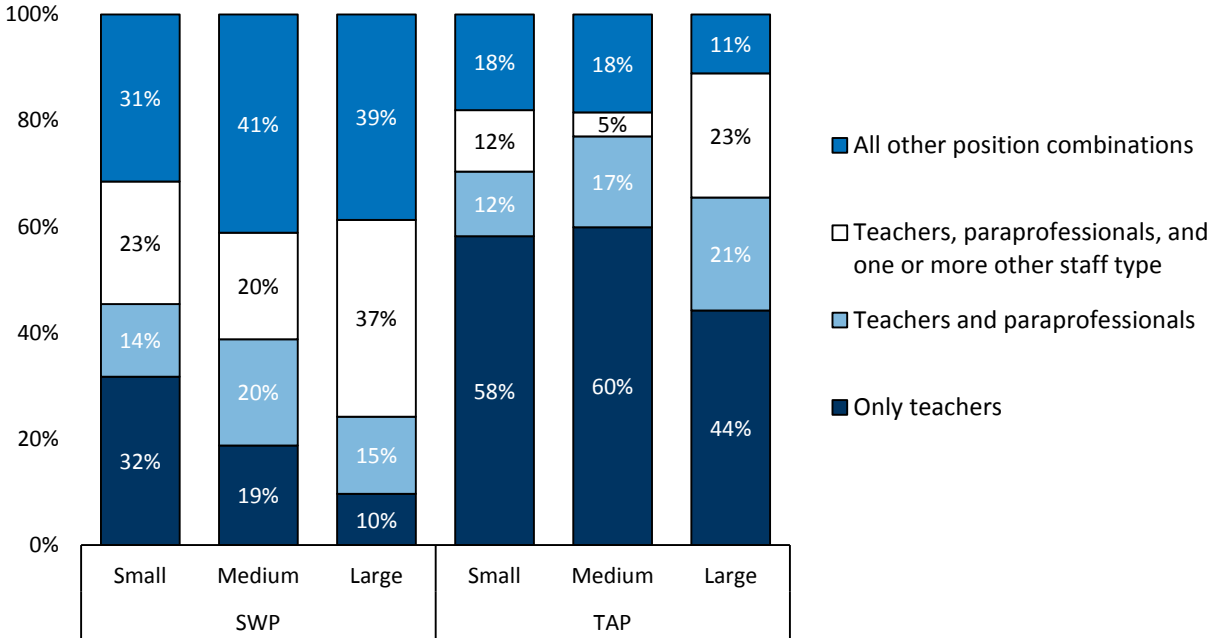
Notes: Schools that did not report using Title I funds for FTE staff are not included in this analysis. Asterisks indicate a statistically significant difference between SWP and TAP schools: \*  $p < .05$ , \*\*  $p < .01$ , \*\*\*  $p < .001$ .

Source: Principal survey, item D.2 ( $n = 536$  SWP and  $343$  TAP schools).

This analysis indicates substantive differences in the ways that SWP and TAP schools used their Title I funds to employ different combinations of staff. One possible reason for these differences is that SWP schools had larger Title I allocations on average and could, therefore, afford to spread their resources across multiple position types, whereas TAP schools might have had the resources to hire only a single staffing position, often a teacher. To examine this hypothesis, combinations of staff positions by Title I allocation size and program type were examined (Exhibit 11).

However, allocation size does not appear to explain all the differences between SWP and TAP schools. The pattern that TAPs are more likely than SWPs to focus their Title I staff on just teachers was consistent at all three allocation sizes examined (small, medium, and large). Similarly, the use of Title I staff for a combination of teachers, paraprofessionals, and at least one other staffing type was found for higher percentages of SWPs than TAPs at all three allocation sizes examined. It is important to note that the allocation size variable is missing for a sizable portion of schools in our sample, resulting in a 46 percent reduction in SWP schools and a 35 percent reduction in TAP schools for Exhibit 11, relative to Exhibit 10. Additionally, we did not test these differences for statistical significance, and the patterns discussed here should be interpreted with caution.

**Exhibit 11. Common combinations of staff positions paid for with Title I in schoolwide and targeted assistance programs, by Title I allocation size, as reported by principals, 2015–16**



**Exhibit reads:** Among schools that used Title I funds to employ staff, 32 percent of SWP schools with small Title I allocations used the funds only for teachers.

Notes: Schools not reporting using Title I funds for FTE staff are not included in this analysis. Small allocations were defined as less than \$83,500, medium allocations as \$83,500–\$187,500, and large allocations as more than \$187,500. These ranges were constructed to have similar numbers of total schools within each allocation size category. SWP averages based on 52 schools with small allocations, 92 schools with medium allocations, and 148 schools with large allocations. TAP averages based on 109 schools with small allocations, 78 schools with medium allocations, and 35 schools with large allocations. Statistical significance tests were not conducted for this comparison of SWP and TAP schools conditional on allocation size. For complete results see Exhibit B3. in Appendix B.

Source: Principal survey, item D.2; District survey, item D.4 (n = 292 SWP and 222 TAP schools).

### ***Examining the Roles of Title I Staff in Case Study Schools***

The case study data provide another lens on the types of staff hired by Title I schools as well as the reasoning behind schools' decisions to use their Title I funds for these roles. In addition, although the survey data provide information on certain staff types, the case study data allow for further parsing of common staff types. For example, we found that an important distinction within the role of teacher was whether teachers were providing additional supports or specialized in instructing reading or mathematics or were primarily used as a classroom teacher for the purpose of class size reduction.

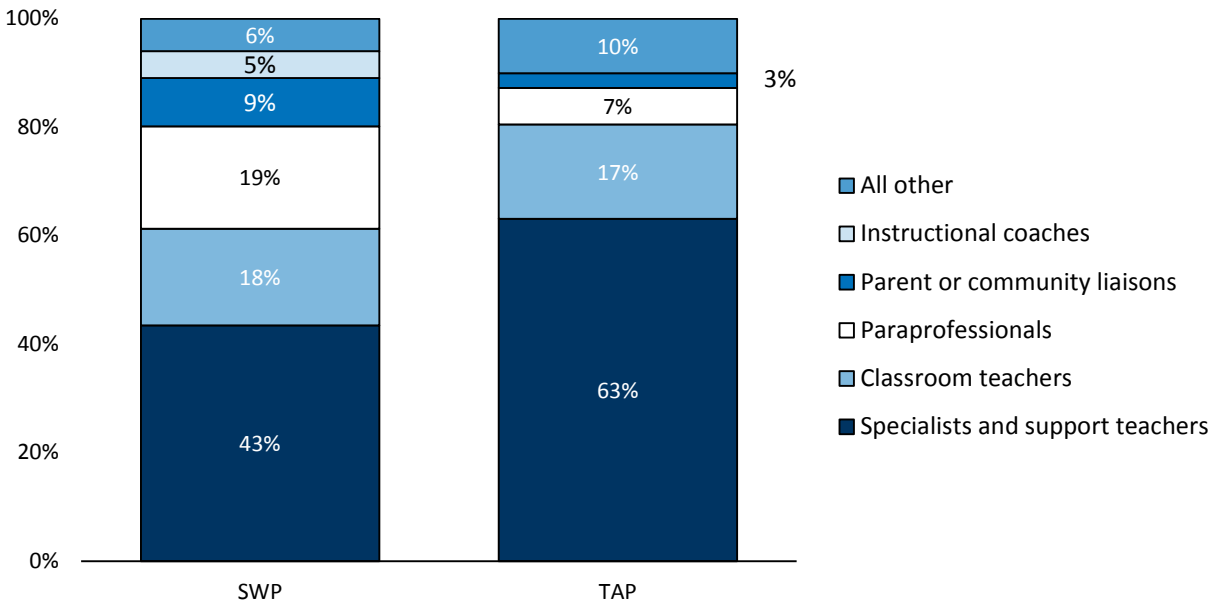
**Across all of the case study schools, 48 percent of staff hired with Title I funds were specialists and support teachers, 18 percent were classroom teachers, and 16 percent were paraprofessionals.**

All but one case study school used Title I funds to pay for personnel. On average these schools hired almost two FTEs per school with Title I funds. In addition to specialist and support teachers, classroom teachers, and paraprofessionals – which accounted for 82 percent of Title I staff in case study schools – other Title I-funded staff positions included parent liaisons, instructional coaches, Title I coordinators, technology support staff, and counselors.

**In the case study schools, specialists and support teachers accounted for a larger share of Title I staff in TAP schools than in SWP schools.**

In case study TAP schools, 63 percent of Title I staff served as specialists or support teachers (such as reading and math specialists, EL specialists, and student support specialists), compared with 43 percent in case study SWP schools. Classroom teachers accounted for similar proportions of Title I staff in case study TAP and SWP schools (17 percent and 18 percent, respectively). In contrast, instructional coaches, parent liaisons, and paraprofessionals accounted for a larger proportion of Title I staff in case study SWP schools than in case study TAP schools (Exhibit 12).



**Exhibit 12. Distribution of full-time equivalent Title I staff in case study schools by position type, 2016–17**

**Exhibit reads:** Across the case study SWP schools, 43 percent of the Title I-funded staff were specialist or support teachers.

Notes: To determine the roles of Title I staff in the case study schools, the study team cross-checked three data sources: interview data (spring 2017), Title I budget (2016–17), and the principal survey (2017). Budget data are missing for one SWP school. The unlabeled bar segment is for parent liaisons and represents a value that is less than 3 percent. The missing bar segment for TAP schools is for instructional coaches and represents a value that is less than 1 percent.

Sources: Principal survey, interview data, and extant budgets ( $n = 25$  SWP and 9 TAP schools).

In addressing the reason for choosing to fund a specialist and a support teacher, one principal of an SWP school explained as follows:

*We have a student support specialist [who] works with the students as well. A lot of times some of [the students'] issues are deeper than academic. [The support specialist] supports us in that manner [and is] a big support system to the students as well. We try to knock down any barrier that would possibly get in the way of students being successful and help smooth that out so they can just focus on college and career readiness.*

Another principal of a TAP school believed that specialists and support teachers play a key role in improving teacher practice through coaching and modeling best practices for classroom teachers as well as providing students at risk with well-rounded support:

*We wrap that kid up in services ... we have access to our reading resource folks from our Title I program. We have a math specialist that supports our classroom teachers, who works occasionally with kids or small groups, but they're more for coaching and modeling. It's building capacity in the adults ... to work with the [moderately at-risk] kid to keep them from becoming "red" [seriously at-risk] by providing the services and strategies to support the planning but then somebody else delivering that and giving support long-term in the back end.*

## Types of Nonpersonnel Resources Purchased With Title I Funds

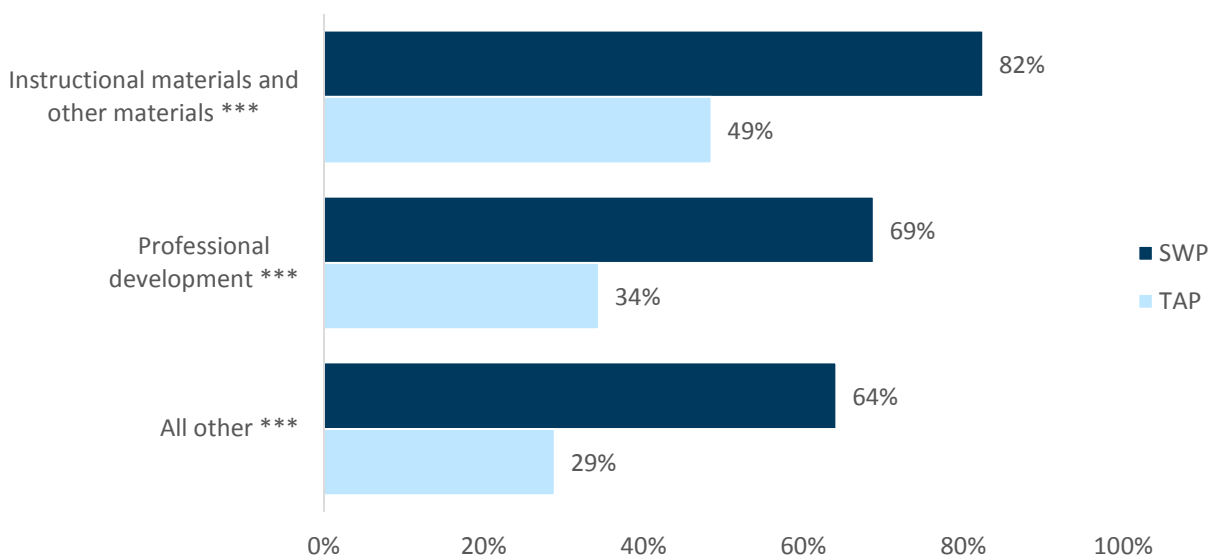
Nonpersonnel Title I spending amounted to an average of \$61 per pupil in SWP schools and \$22 per pupil in TAP schools.

Using the average total Title I allocations of \$405 per pupil for SWP and \$255 per pupil for TAP schools that were presented earlier, nonpersonnel accounts for, on average, approximately 15 percent of SWP Title I spending and 9 percent of TAP Title I spending.

Principals in SWP schools were more likely than those in TAP schools to report using Title I funds for instructional materials, professional development, and other types of nonpersonnel resources.

Eighty-two percent of SWP schools reported using Title I funds for instructional materials and other materials, compared with 49 percent of TAP schools. Similarly, 69 percent of SWP schools reported using Title I dollars for professional development, compared with 34 percent of TAP schools (Exhibit 13).

**Exhibit 13. Percentage of principals who reported using Title I funds for various types of nonpersonnel resources in schoolwide and targeted assistance programs, 2015–16**



**Exhibit reads:** In Title I schools, 82 percent of SWP principals and 49 percent of TAP principals reported using Title I funds for instructional materials and other materials.

Notes: Asterisks indicate a statistically significant difference between SWP and TAP schools: \*\*\* $p < .001$ .

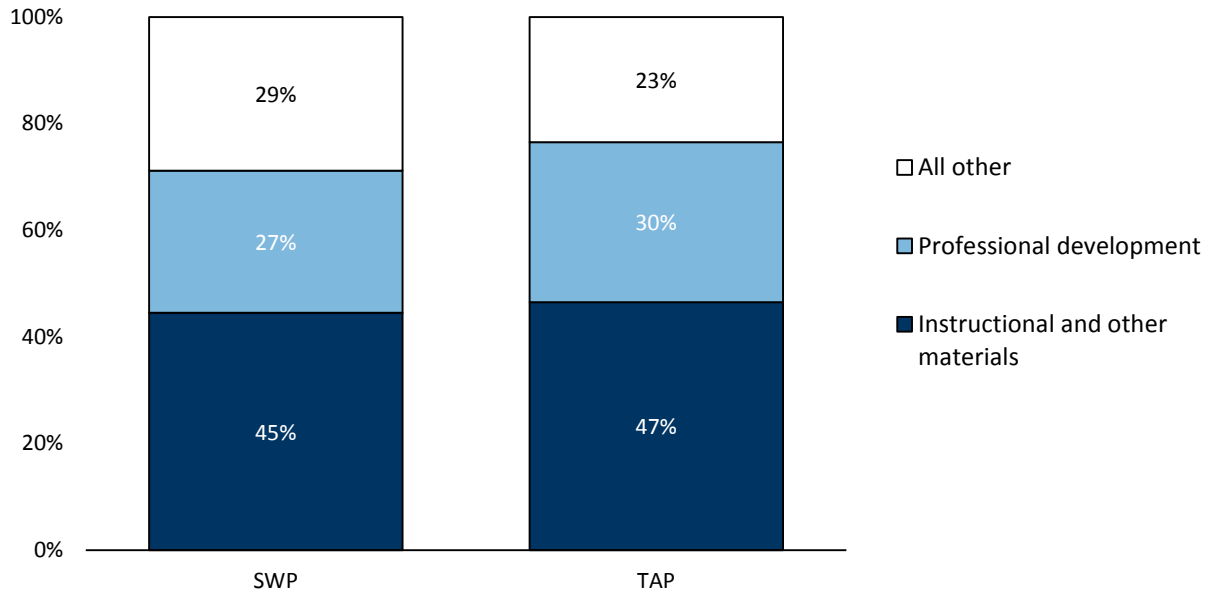
Source: Principal survey, item D.4 ( $n = 435$  SWP and 219 TAP schools).

Among SWP and TAP schools that spent some of their Title I funds on nonpersonnel resources, similar shares of those funds were used for instructional materials and for professional development.

In SWP and TAP schools that used Title I funds for nonpersonnel spending, instructional and other materials represented, on average, 45 percent and 47 percent, respectively, of total nonpersonnel Title I

spending. Spending on professional development represented 27 percent and 30 percent, respectively, of nonpersonnel Title I spending (Exhibit 14).

**Exhibit 14. Distribution of nonpersonnel Title I expenditures by resource type, in schoolwide and targeted assistance programs, as reported by principals, 2015–16**



**Exhibit reads:** Among SWP schools that reported using Title I funds for nonpersonnel resources, spending on instructional materials and other materials represented 45 percent of their Title I nonpersonnel spending.

Note: Schools not reporting using Title I funds for nonpersonnel are not included in this analysis. The “All other” category includes licenses, and fees, and spending categorized as “other” on the survey. None of the three categories had differences between SWP and TAP schools statistically significant at conventional levels ( $p < .05$ ).

Source: Principal survey, item D.4 ( $n = 386$  SWP and  $128$  TAP schools).

## Conclusion

The survey and case study findings described in this chapter indicate some clear differences in the types of resources that SWP and TAP schools funded with Title I. In particular, the results show that SWP schools used Title I funds for a broader array of staff position types compared with TAP schools. Although a majority of both SWP and TAP schools used Title I funds to employ teachers, SWP schools were more likely to use Title I funds for instructional coaches, paraprofessionals, and parent liaisons, and these staff accounted for a relatively higher percentage of Title I staff in SWP schools than in TAP schools.



## Chapter 3. Services Provided With Title I Funds

Previous studies of Title I resource allocation have largely focused on the *types* of resources purchased – such as instructional staff – rather than the *services* supported by those resources (Chambers et al. 2009; Chambers et al. 2000). In our surveys of district administrators and school principals we asked the respondents to identify how many staff or the dollar amount of nonpersonnel used to support the following services: reading instruction, mathematics instruction, instruction in other subjects, extended-time programs, increasing parent involvement, supports for EL students, supports for students with disabilities, use of data to inform instruction and school improvement, and support for use of technology. In addition, we interviewed Title I staff at each of the case study schools and identified the primary services those staff provided in the school. This chapter expands upon the results presented in Chapter 2 and prior studies of Title I by examining the services provided with Title I resources rather than focusing merely on what was purchased with these dollars.

### Services Supported by Title I Staff

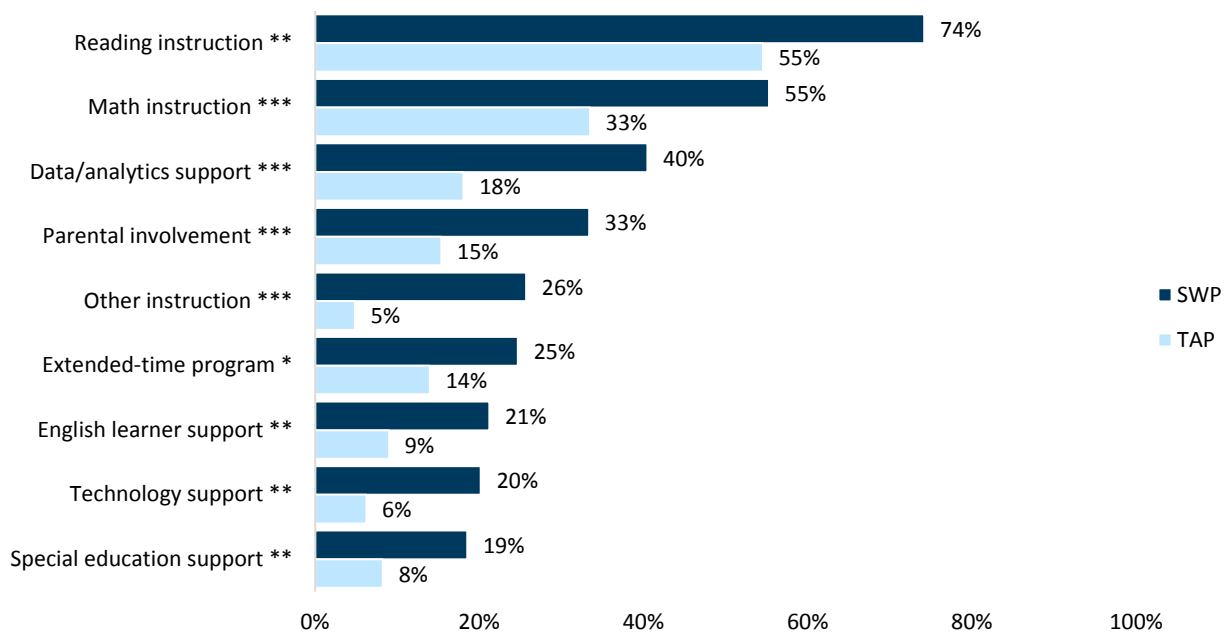
In SWP schools, Title I funds may be used for any activity that supports all students attending the school, provided it is identified as part of a required needs assessment and its purpose is aligned with the intended goals of the Title I program. Nonregulatory guidance from the Department describes a broad range of possible uses of Title I funds in SWP schools, including recruitment and retention of teachers, professional development, extended learning time, school climate interventions, support for EL students, and more (U.S. Department of Education 2016b). In contrast, TAP schools have less flexibility in how they may use their Title I funding, and they must restrict Title I-supported services to students who are specifically identified as Title I eligible because they are failing or at risk of failing to meet state academic standards (U.S. Department of Education 2015). Because of these differences in the scope of the programs, we might expect SWP schools to use their resources for a wider variety of services than TAP schools.

### *Shares of Title I Staff Supporting Different Services*

**Both SWP and TAP schools most commonly used Title I-funded staff to provide supplemental instruction in reading and/or mathematics, but SWPs were more than twice as likely as TAPs to use these staff for other types of instruction and instructional support.**

Principals in SWP schools were more likely than those in TAP schools to report using Title I staff to support instruction in reading (74 percent vs. 55 percent) and mathematics (55 percent vs. 33 percent). Larger differences were found for other types of instruction and instructional support. SWPs were more than five times as likely as TAPs to use Title I-funded staff to provide instruction in subjects other than mathematics and reading (26 percent vs. 5 percent). SWPs were more than twice as likely to use Title I staff to provide support for EL students (21 percent vs. 9 percent), support for special education (19 percent vs. 8 percent), parent involvement (33 percent vs. 15 percent), data and analytics support (40 percent vs. 18 percent), and technology support (20 percent vs. 6 percent). SWPs were also more likely to use Title I staff to support extended-time programs (25 percent vs. 14 percent) (Exhibit 15).

**Exhibit 15. Percentage of principals who reported using Title I funds for staff supporting various services in schoolwide and targeted assistance programs, 2015–16**



**Exhibit reads:** In Title I schools, 74 percent of SWP principals and 55 percent of TAP principals reported using Title I funds to employ staff supporting reading instruction.

Notes: Asterisks indicate a statistically significant difference between SWP and TAP schools: \* $p < .05$ , \*\* $p < .01$ , \*\*\* $p < .001$ .

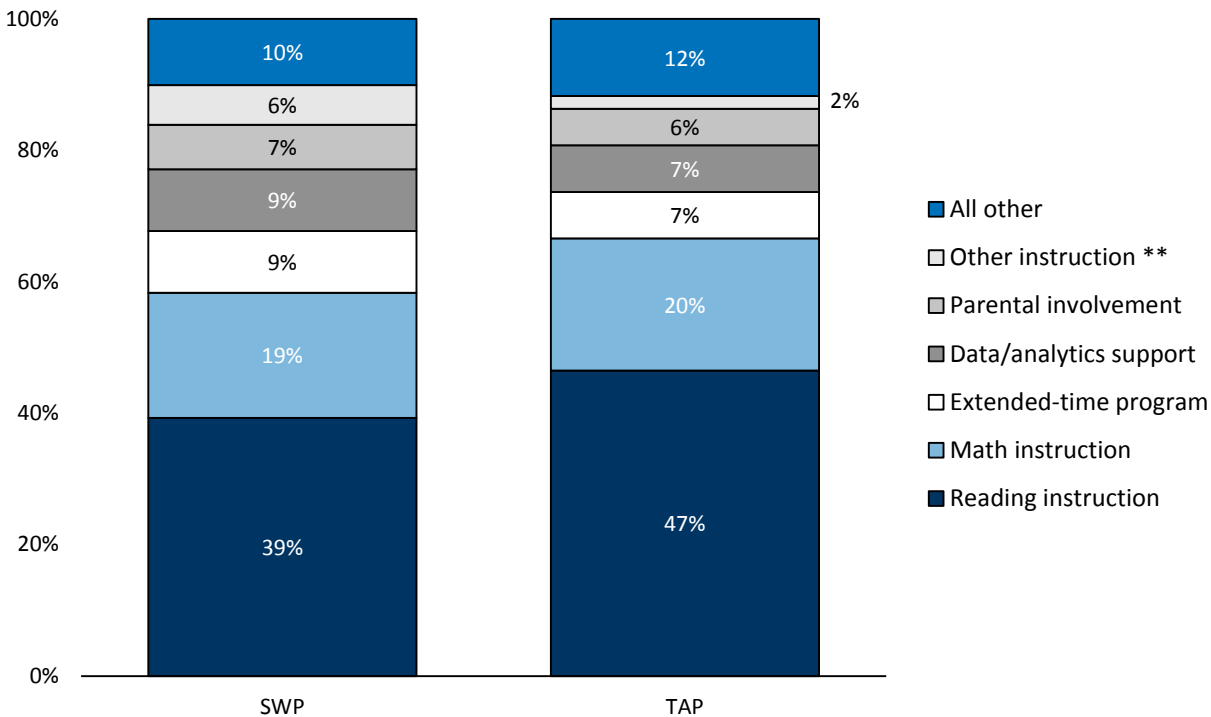
Source: Principal survey, item D.3 ( $n = 516$  SWP and  $328$  TAP schools).

**Most of the staff funded through Title I focused on reading instruction or math instruction, followed by extended-time programs and data and analytic support.**

Reading instruction accounted for 39 percent of Title I staff in SWP schools and 47 percent in TAP schools, and mathematics instruction accounted for 19 percent and 20 percent, respectively. Differences between SWP and TAP schools were in most cases not statistically significant, with the exception of a statistically significant difference for instruction in subjects other than reading or mathematics, which accounted for 6 percent of SWP staff and less than 2 percent of TAP staff.

In both SWP and TAP schools, the bulk of school-level Title I funds used for personnel directly supported the learning needs of students (Exhibit 16). An average of 64 percent of Title I staff in SWP schools and 69 percent of Title I staff in TAP schools were involved in instruction (taking into account reading, mathematics, or other instruction).

**Exhibit 16. Distribution of full-time equivalent Title I staff supporting different services in schoolwide and targeted assistance programs, as reported by principals, 2015–16**



**Exhibit reads:** On average, staff involved in reading instruction represented 39 percent of school-level staff paid through Title I funds at Title I SWP schools.

Notes: Schools not reporting using Title I funds for FTE staff supporting services are not included in this analysis. The “All other” category includes English learner support, special education support, and technology support. Asterisks indicate a statistically significant difference between SWP and TAP schools: \*\* $p < .01$ . For complete results see Exhibit B4 in Appendix B.

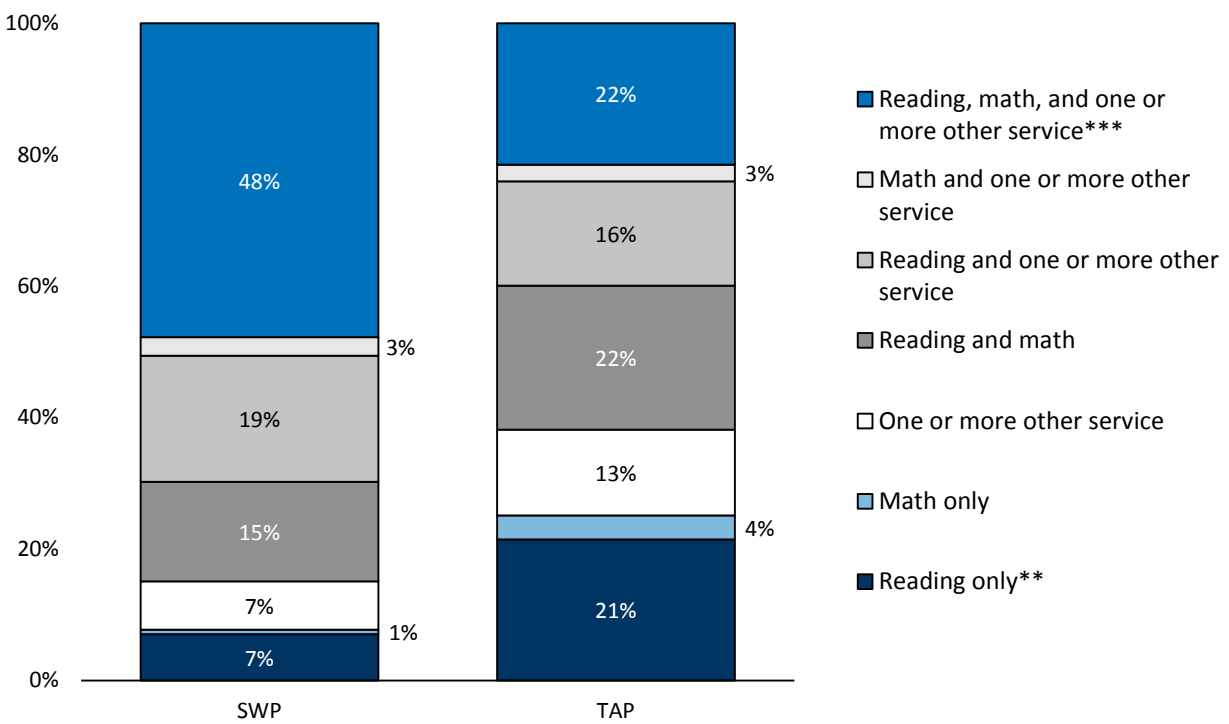
Source: Principal survey, item D.3 ( $n = 392$  SWP and  $221$  TAP schools).

### Common Combinations of Services Supported by Title I Staff

SWP schools were more likely than TAP schools to use Title I-funded staff for a combination of three or more types of services that included reading, math, and another service area. Few SWP schools used their Title I staff only for reading instruction.

Forty-eight percent of SWP schools used Title I staff for reading instruction, mathematics instruction, and at least one other service area, compared with just 22 percent of TAP schools. In contrast, just 7 percent of SWPs used Title I staff for reading instruction alone, compared with 21 percent of TAPs (Exhibit 17).

**Exhibit 17. Common combinations of services supported by Title I staff in schoolwide and targeted assistance programs, as reported by principals, 2015–16**



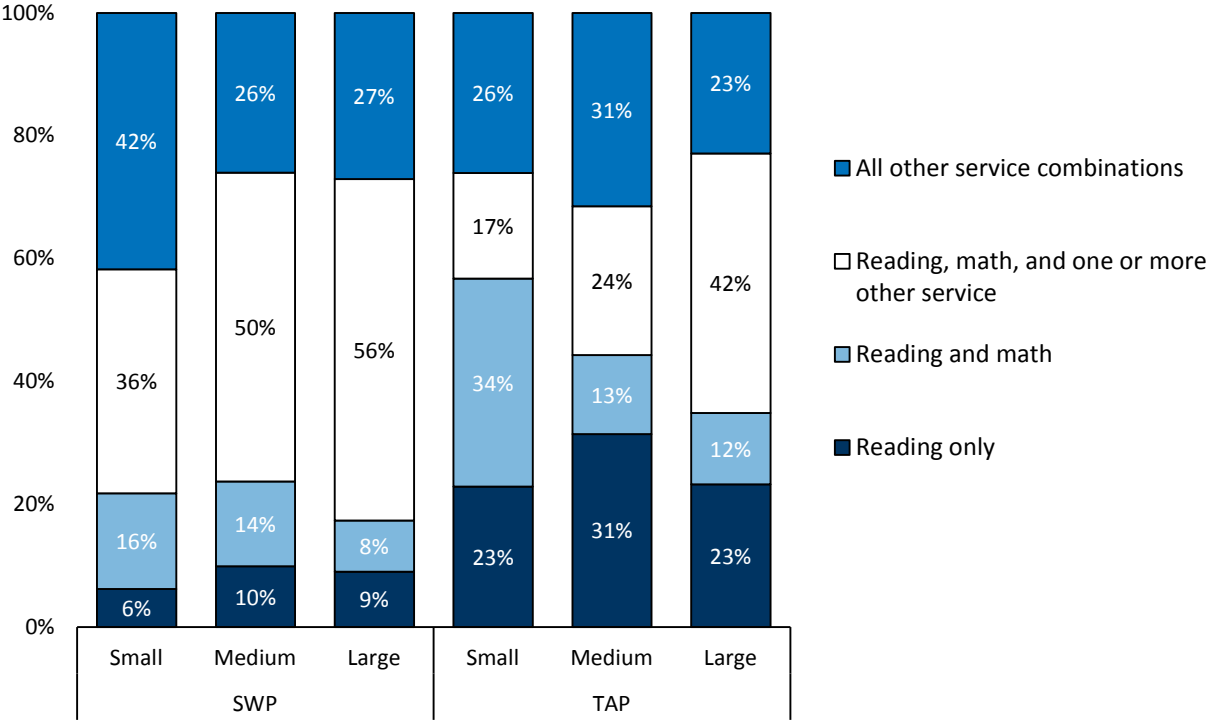
**Exhibit reads:** On average, 7 percent of Title I SWP schools used Title I to employ staff that supported reading instruction only.

Notes: Schools not reporting using Title I funds for FTE staff supporting services are not included in this analysis. Asterisks indicate a statistically significant difference between SWP and TAP schools: \*\*  $p < .01$ , \*\*\*  $p < .001$ . The unlabeled bar segment for math only in SWP schools is 1 percent. Source: Principal survey, item D.3 ( $n = 420$  SWP and 226 TAP schools).



Exhibit 19 shows how combinations of services supported by Title I staff in SWP and TAP schools vary by the size of Title I allocations, in order to examine the possible hypothesis that TAPs may tend to focus their Title I resources on a single service (such as reading) because they tend to receive smaller total Title I allocations than SWPs, on average. However, the pattern that TAPs are more likely than SWPs to focus their Title I staff on just reading was consistent at all three allocation sizes examined (small, medium, and large). Similarly, the use of Title I staff for a combination of three or more services that include reading, math, and another service type was found for higher percentages of SWPs than TAPs at all three allocation sizes examined. However, it is important to note that the allocation size variable is missing for about half of the sample schools, and the sample sizes for the categories in Exhibit 19 are sometimes very small. We did not test these differences for statistical significance, and the patterns discussed here should be interpreted with caution.

**Exhibit 18. Common combinations of services supported by Title I staff in schoolwide and targeted assistance programs, by Title I allocation size, as reported by principals, 2015–16**



**Exhibit reads:** On average, 6 percent of Title I SWP schools with small Title I allocations used their Title I staff only for reading instruction.

Notes: Schools not reporting using Title I funds for FTE staff supporting services are not included in this analysis. Small Title I allocations were defined as less than \$83,500, medium allocations as \$83,500–\$187,500, and large allocations as more than \$187,500. These ranges were constructed to have similar numbers of total schools within each allocation size category. SWP averages based on 39 schools with small allocations, 75 schools with medium allocations, and 121 schools with large allocations. TAP averages based on 72 schools with small allocations, 56 schools with medium allocations, and 21 schools with large allocations. Statistical significance tests were not conducted for this comparison of SWP and TAP schools conditional on allocation size. For complete results see Exhibit B5 in Appendix B.

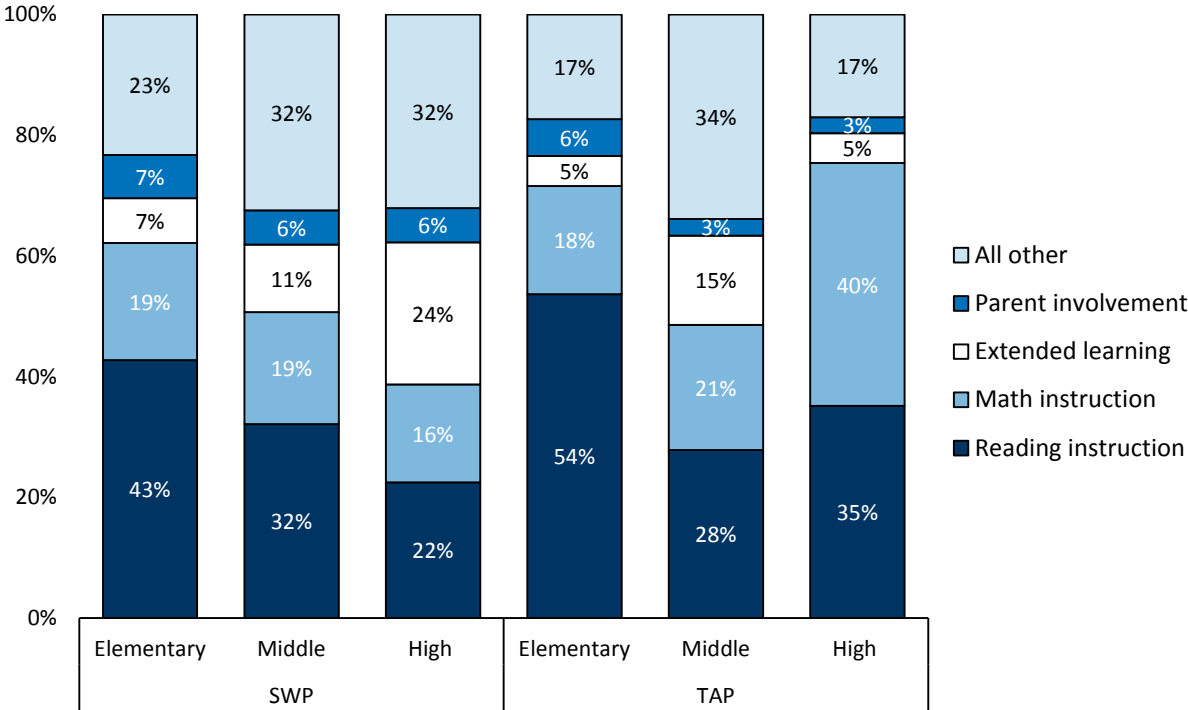
Source: Principal survey, item D.3; District survey, item D.4 (n = 235 SWP and 149 TAP schools).

**Differences Across Schools in Title I-Supported Services by Schooling Level**

Within SWP schools, as the schooling level increases fewer Title I-funded staff are used for reading instruction and more are used for extended learning time. Within TAP schools, as schooling level increases more Title I-funded staff are involved in math instruction.

Reading instruction accounted for 43 percent of Title I staff in SWP elementary schools and 54 percent in TAP elementary schools (see Exhibit 19). At the high school level, the shares of staff devoted to reading instruction were about 20 percentage points lower for both SWP and TAP schools (22 percent and 35 percent, respectively). Although SWP high schools tended to devote more Title I-funded staff to extended learning time (24 percent) than elementary and middle schools (7 percent and 11 percent, respectively), TAP high schools devoted more Title I-funded staff to math instruction (40 percent) than elementary and middle schools (18 percent and 21 percent, respectively).

**Exhibit 19. Distribution of full-time equivalent Title I staff supporting various services in schoolwide and targeted assistance programs, by school grade level, as reported by principals, 2015–16**



**Exhibit reads:** On average, staff involved in reading instruction represented 43 percent of school-level staff supported by Title I funding at Title I SWP elementary schools.

Notes: Schools not reporting using Title I funds for FTE staff supporting services are not included in this analysis. SWP averages based on 410 elementary schools, 74 middle schools, and 46 high schools. TAP averages based on 244 elementary schools, 48 middle schools, and 38 high schools. The “All other” category includes instruction in subjects other than reading or mathematics, data and analytics support, English learner support, special education support, and technology support. Statistical significance tests were not conducted for this comparison of SWP and TAP schools conditional on grade level.

Source: Principal survey, item D.3 (n = 530 SWP and 330 TAP schools).

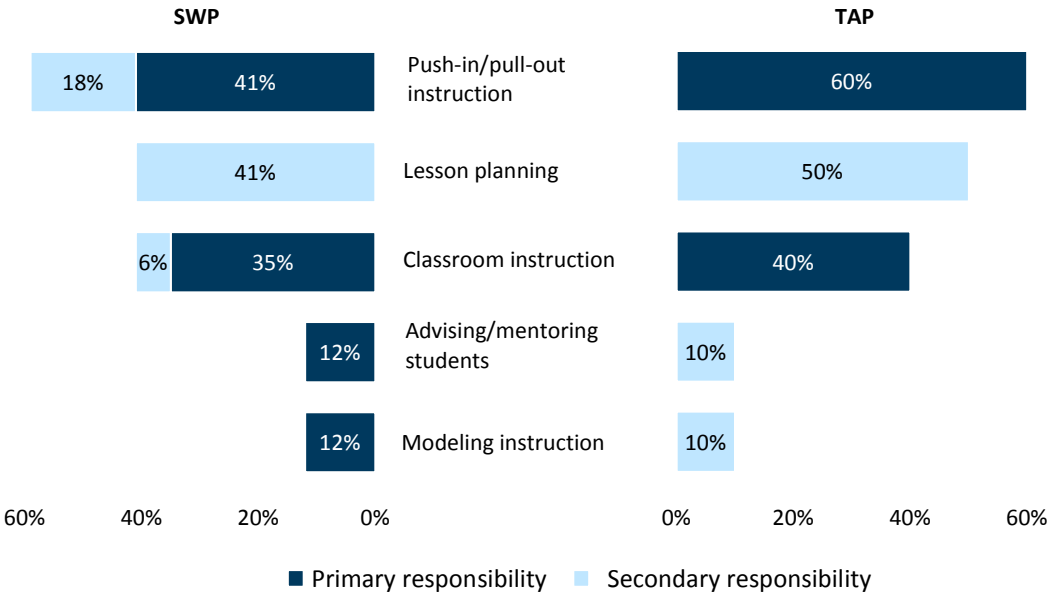
**Examining the Services Supported by Title I Staff in Case Study Schools**

To supplement the survey findings, interviews with Title I staff in the case study schools provide additional insight into how these staff spent their time and how they supported student achievement.

**Title I teachers and paraprofessionals interviewed in case study schools most commonly identified push-in and pull-out instruction, as well as classroom instruction, as their primary responsibilities.**

In addition to push-in and pull-out instruction and classroom instruction, 12 percent of the interviewed Title I teachers and paraprofessionals in the SWP case study schools indicated that advising or mentoring students and modeling instruction were among their primary responsibilities. None of the TAP case study schools identified advising, mentoring, or modeling instruction as primary responsibilities, but 10 percent of the interviewed staff at TAP schools indicated those categories were secondary responsibilities. The most common secondary responsibility identified by the case study Title I teachers and paraprofessionals in SWP and TAP schools was lesson planning (Exhibit 20).

**Exhibit 20. Primary and secondary responsibilities reported by teachers and paraprofessionals in schoolwide and targeted assistance program case study schools**



**Exhibit reads:** In case study SWP schools, 41 percent of the interviewed Title I teachers and paraprofessionals indicated that push-in or pull-out instruction was a primary responsibility and 18 percent indicated it was a secondary responsibility.

Notes: Percentages are based on 17 teacher and paraprofessional staff interviewed in SWP schools and 10 in TAP schools (one TAP school included two interviewees). Secondary responsibilities do not sum to 100 because not all respondents described a secondary responsibility. Source: Interview data (n = 27 interviewees).

Explanations from interviewees illustrate some of the activities undertaken by staff paid through Title I. One academic support teacher in an SWP school described a typical day as follows:

*A typical day for me is I push into six or seven classrooms a day and I co-teach with the teacher. ... [W]e'd have whole group lessons. We do parallel teaching where we break up into smaller groups. The small group is where we can be most effective with [meeting the needs of students in certain content areas].*

Another academic support teacher (from a different SWP school) explained,

*I work with very specific guidelines and data analysis, knowing which groups of students I target. It is a very targeted diagnostic group of students. My job is to go in and diagnose groups and constantly looking at data. Every single day, looking at data, figuring out which group of students I need to target. I work with [small groups of] students 45 minutes a day five days a week. Without funding like [Title I] Tier 2 kids would maybe get three days a week. ... It fluctuates between 30 and 35 students a day. Some students I work with an hour with kindergarten students with highest needs, for advancement and developmental reasons. In general, it's 45 minutes. I push in, there is no opportunity or space to pull out in this building. A lot of what I do is try to model and push for that cohesive team framework in my role.*

Finally, a Title I-funded parent liaison in an SWP school described her daily activities as follows:

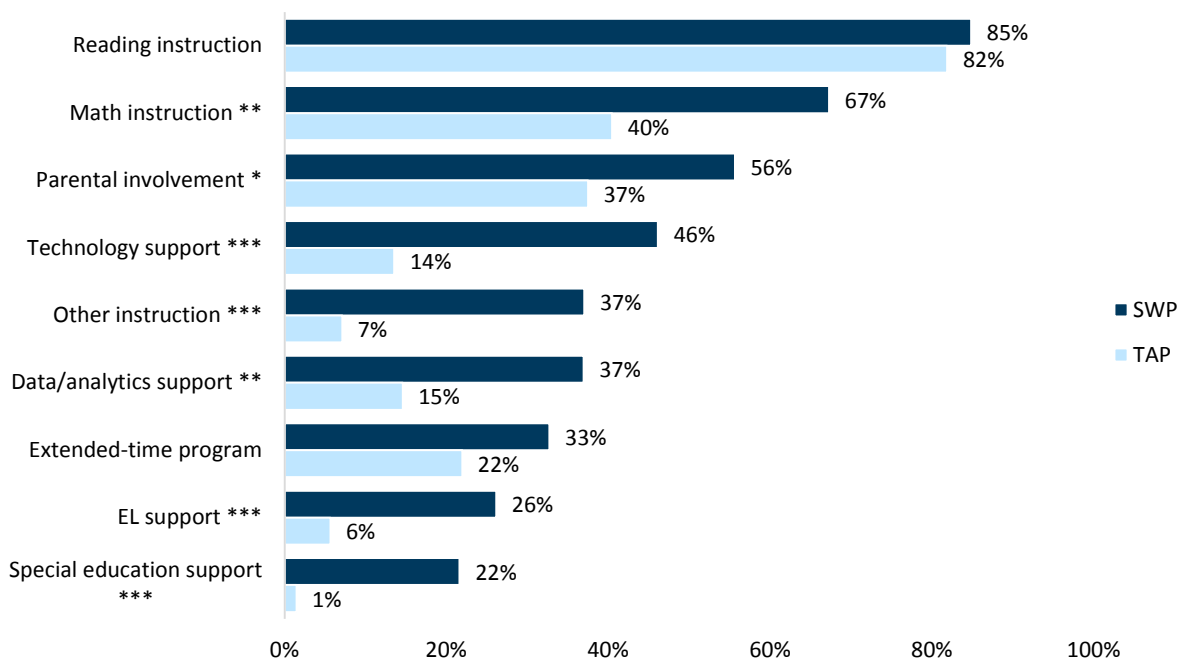
*When I come in first thing in the morning ... there are some parents [who] might be waiting at 8:15 to come in and see me. So that's my first responsibility is to take care of parents [who] are here and figure out what it is that they're asking for. A lot of them are Spanish speaking, and some are English speaking, so I deal with two cultures, two languages, and kind of troubleshoot whatever's going on at the moment. ... I have emails from teachers asking to have parent contacts in Spanish or in English, set up conference appointments. I have constant walk-in parents coming to ask questions, signing up for parent workshops. If it's a day that I'm doing a parent workshop, I'll spend a couple of hours with parents in a group.*

## **Services Supported by Title I Nonpersonnel Resources**

**Similar percentages of SWP and TAP schools reported using Title I funds for nonpersonnel resources supporting reading instruction. SWP schools were more likely than TAP schools to use such nonpersonnel resources funds to support other types of services, including mathematics instruction, parent involvement, technology support, and instruction in subjects other than reading or mathematics.**

Eighty-five percent of SWP principals and 82 percent of TAP principals reported using Title I funds for nonpersonnel costs to support reading instruction (Exhibit 21). The service areas with the largest differences in nonpersonnel usage between SWP and TAP schools were technology support and instruction in subjects other than reading or mathematics. In addition, SWP schools were more likely than TAP schools to use Title I-funded nonpersonnel resources for EL support (26 percent vs. 6 percent) and special education support (22 percent vs. 1 percent).

**Exhibit 21. Percentage of principals who reported using Title I funds for nonpersonnel resources to support various services, in schoolwide and targeted assistance programs, 2015–16**



**Exhibit reads:** In Title I schools, 85 percent of SWP principals and 82 percent of TAP principals reported using Title I nonpersonnel funds to support reading instruction.

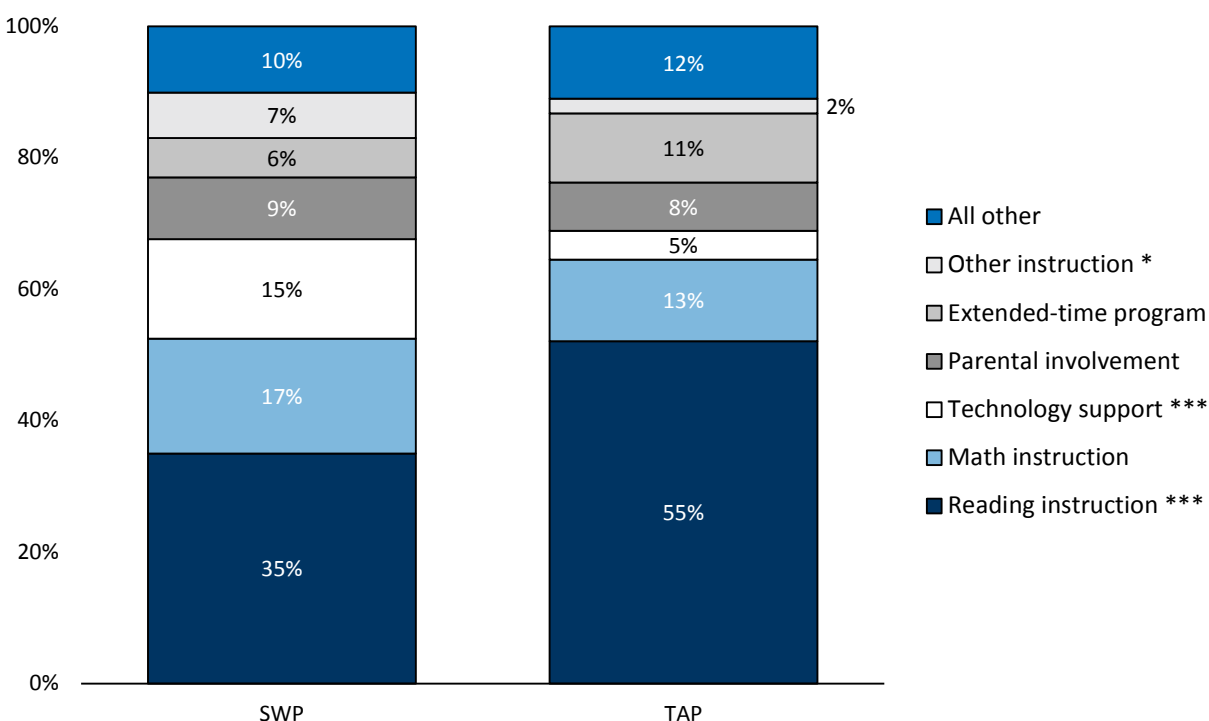
Note: Asterisks indicate a statistically significant difference between SWP and TAP schools: \* $p < .05$ , \*\* $p < .01$ , \*\*\* $p < .001$ .

Source: Principal survey, item D.5 ( $n = 328$  SWP and 91 TAP schools).

**SWP schools devoted larger shares of their nonpersonnel Title I spending to technology support and to support instruction in subjects other than reading or mathematics, while TAP schools spent a larger share on supporting reading instruction.**

On average, only 35 percent of SWP nonpersonnel Title I spending supported reading instruction, compared with 55 percent of TAP nonpersonnel Title I spending (Exhibit 22). In contrast, the share of nonpersonnel Title I spending devoted to technology support in SWP schools was three times as large as in TAP schools (15 percent vs. 5 percent).

**Exhibit 22. Distribution of school-level Title I nonpersonnel spending by service in schoolwide and targeted assistance programs, as reported by principals, 2015–16**



**Exhibit reads:** On average, nonpersonnel spending for reading instruction represented 35 percent of school-level Title I nonpersonnel spending in SWP schools.

Notes: Schools not reporting using Title I funds for nonpersonnel supporting services are not included in this analysis. The “All other” category includes English learner support, special education support, and support for data and analytics. Asterisks indicate a statistically significant difference between SWP and TAP schools: \* $p < .05$ , \*\*\* $p < .001$ .

Source: Principal survey, item D.5 ( $n = 318$  SWP and 90 TAP schools).

## Novel Uses of Title I Funds in Schoolwide Programs

As noted earlier in the chapter, the Title I program provides SWPs flexibility to fund activities that best meet their needs. Indeed, the very purpose of an SWP is to “upgrade the entire educational program of a school” to raise the achievement of the lowest-achieving students (ESSA 2015). However, this goal may be thwarted by perceptions that Title I requirements are more restrictive than they actually are. In recent Title I guidance, the Department sought to dispel common misunderstandings about the use of Title I funds in SWP schools — including incorrect notions that Title I funds may only be used to support reading and mathematics instruction, provide remedial or pull-out interventions, and serve low achievers (U.S. Department of Education 2016b). In this section, we describe ways that some of the case study SWP schools have used Title I funds to support more novel initiatives and activities.

Although most of the 26 SWP case study schools used the bulk of their Title I funds for reading and math instruction, six schools provide examples of more novel uses of Title I funds.

These activities included (1) counseling services to address students' social-emotional and nonacademic skills, (2) school climate interventions, (3) use of education technology and digital learning tools, (4) summer bridge programs for incoming students, (5) specialized use of academic specialists, and (6) academic enrichment activities. Some of the case study schools used more than one of these approaches, as described below.

*Counseling Services.* Four SWP case study schools reported using Title I funds to hire a guidance counselor (Castle Elementary, Poplar Elementary) or a school psychologist (Waxberry Middle, Westing High) to support students' social-emotional and nonacademic needs. For example, the counselor at one elementary school seemed markedly invested in developing students' skills for social and academic success, and interviewees at the school credited this counselor with encouraging the use of Second Step, a research-based program to build social-emotional skills. Moreover, the counselor had organized a group of interns from a local college to work with the school's large Native American population to promote organizational and study skills and college readiness goals through culturally responsive instruction.

*School Climate Interventions.* Two SWP case study schools — Castle Elementary and Poplar Elementary — reported using Title I funds to support implementation of positive behavior interventions and supports (PBIS). District administrators noted the decision was made after reviewing district- and schoolwide surveys of parents, students, and staff, which revealed a noticeable “disconnect in terms of how students were feeling about school versus how staff was feeling about school.” The PBIS system at Castle Elementary, in particular, was cited as integral to the school's improvement goals. As one staff member described, “We couldn't just keep doing the same things that weren't accomplishing anything. The principal has been very supportive of it as well and requiring the teachers to do their part regarding nonnegotiables.”

According to the district Title I coordinator, “they [the teachers] have done well implementing [PBIS] schoolwide,” and the principal described it as “very helpful,” crediting its implementation with improving school climate and culture during the past three years.

*Use of Education Technology and Digital Learning Tools.* Although 12 SWP case study schools reported buying technology through Title I, in most instances, these purchases went toward standard equipment such as computers. At Field High, for example, Title I funds were used to purchase laptop carts for general use in the classroom. Two SWP schools — Poplar Elementary and Ocelot Elementary — however, seemed to have more distinctive uses of education technology and digital learning tools. In the first example, Poplar Elementary purchased Imagine Learning, an adaptive, student-centered software program as a means to accelerate language acquisition for newcomer EL students. A teacher explained as follows:

*How the program works is each kid is tested at the beginning by computer to see how much English and Spanish they have: Can they read in Spanish? Write in Spanish? Based on that, [the program] starts assigning them lessons. As it goes along, [the program] gives them instructions in Spanish at first, otherwise they wouldn't know what to do next. As their English improves, [the program] knows that and it will give them some of the lessons in English, and eventually most or all of the lessons in English. It's all individualized. ... I can look up and see what kids are having trouble with through software, which kids are having trouble with what. If these three kids are having trouble with their basic vocabulary, I can*

*sit with those three kids and talk to them and actually show them lessons on the computer that would be about that. I can select different lessons from 1,000 to choose from to match what they're having problems with. ... I'm using the computer to help me decide. It's much easier than before when I had a class of 30 kids and trying to figure it out. The computer is much better at analyzing things than I ever was!*

As a second example, Ocelot Elementary introduced a one-to-one tablet initiative under Title I to promote universal access to technology. Through the program, students are allowed to take home the tablets to help with their homework or practice reading, with students in third grade and above provided individualized hotspots because, as the principal explained, "one-to-one programs are a waste of money if you do not have Internet [service] at home." School respondents described how the tablet initiative had improved not only student engagement but also student supports. As one teacher described, "Not only am I giving them direct instruction, but now they have a supplement to the instruction. That's another part of our world — technology driven — that I would not have been able to grant if I did not have those funds."

*Summer Bridge Programs.* To support at-risk incoming students in their transition to ninth grade, Whitetail High School offers a voluntary 10-day early start program, through which students receive tours of the building, meet school staff members, and are introduced to the core curriculum. Up to 30 students, identified by Whitetail High School staff in consultation with school leaders at the feeder middle schools, were invited to attend. As described by the principal, the students included those who were identified as at-risk "not necessarily just [for] academic [reasons], like maybe socially they have a high anxiety or their parents have a high anxiety about coming to high school or private school students who come from a really small feeder."

According to the principal, student failure rates were lower among students who participated in the program compared with identified students at risk who did not participate, with this past year being the first "in 10 years that not one student failed a class for the whole first semester."

*Specialized Use of Academic Specialists.* Although 17 of the 26 SWP case study schools adopted academic specialists or support teachers through Title I, in most cases, these staff members were used to provide push-in or pull-out interventions in reading or mathematics. In contrast, at Whitetail High School, the literacy specialist is used for push-in services in ninth-grade biology and to coteach two hours per day to help "build vocabulary and comprehension skills." This approach reflects a deliberate choice on the part of the school's leadership. As the principal made clear, "We don't need two biology teachers; we need a biology teacher and someone who can support linguistic and comprehension instruction in that context."

*Academic Enrichment.* Through Title I, Ocelot Elementary operates an afterschool STEM club (focused on science, technology, engineering, and mathematics) that is available for all students, which has allowed the school to extend the school day by two hours two or three times per week. Students must participate in study hall during the first hour to earn the privilege of going to the STEM club for the second hour. The principal explained that students "work hard, they get remediated or extended, and then after that they go to STEM and they get an extension activity of journalism, photography, science, etc."



## Novel Uses of Title I Funds in Targeted Assistance Programs

Although TAPs do not have the same flexibilities offered to SWPs and must use Title I funds only for supplemental services for students who have been identified as at risk for failure, a few TAP case study schools described novel approaches for using Title I funds within these parameters. Two such cases are presented here.

*Summer Camp for Incoming At-Risk Students.* Charles Middle School offers a two-week summer camp for incoming sixth graders who were identified by their elementary school as likely to struggle. The program helps these students become familiar with the school building, meet with their teachers, and discuss the curriculum and academic expectations. According to the principal, the program has been effective in preparing these students for success, noting the number of “thankful parents who said it helped their kids.” Looking forward, the principal has discussed with the district funding a similar program for at-risk outgoing eighth graders through Title I.

*Technology to Provide Active, Hands-on Learning Opportunities.* Log Cabin Middle School is using technology to provide students who are at risk of failure active, hands-on learning opportunities in social studies and science. Through Title I, the school purchased Google Expeditions virtual reality kits to take students on virtual “field trips to Egypt or swim under water with sharks” and education technology from Vizitech for science lessons such as frog dissection.

## Conclusion

Compared with TAP schools, SWP schools were more likely to use Title I-funded staff to provide a broader array of services. Title I staff in SWP schools most commonly supported multiple types of services, while at TAP schools Title I-funded staff most commonly supported only reading instruction or reading and math instruction, without any additional services. Indeed, SWPs were more than five times as likely as TAPs to use Title I-funded staff for subjects other than mathematics and reading, and SWPs were more than twice as likely to provide support for EL students, support for special education, parent involvement, data and analytics support, and technology support.

Although reading and math instruction continue to be a major focus for Title I staff in both TAP and SWP schools, some case study schools provided examples of more novel uses of Title I funds, such as social-emotional supports, digital learning technologies, summer bridge programs, and academic enrichment. To that point, the Department has provided guidance on ways that SWPs can leverage Title I and other funds to support school reform and improvement (U.S. Department of Education 2016b; see also Junge and Krvaric 2016), which may serve to encourage more schools to consider alternate ways to use their Title I resources.



## Chapter 4. Making Decisions About the Use of Title I Funds

Each year, as Title I funds are allocated to districts and schools, education officials must decide how to use these funds to improve academic achievement throughout the school (in the case of SWP schools) or for targeted students (in the case of TAP schools). The statutory language notes that Title I plans and programs for both types of schools must strengthen the core academic program of the school and encourages the participation of numerous staff and stakeholders at the school level in making Title I decisions, although the requirements for SWPs are more explicit. Although Title I services are supposed to be part of the overall planning process, SWP schools are required to base their plans on a comprehensive needs assessment. In addition, TAP programs are encouraged to involve parents to the extent possible in program planning and evaluation, but SWP programs must provide evidence of whole-staff and parent involvement, particularly in the development of the needs assessment and comprehensive plan.

*An eligible school operating a schoolwide program shall develop a comprehensive plan... developed with the involvement of parents and other members of the community to be served and individuals who will carry out such plan, including teachers, principals, other school leaders, paraprofessionals present in the school, administrators (including administrators of programs described in other parts of this title), the local educational agency, to the extent feasible, tribes and tribal organizations present in the community, and, if appropriate, specialized instructional support personnel, technical assistance providers, school staff, if the plan relates to a secondary school, students, and other individuals determined by the school. (ESEA, section 1114(b)(2))*

Although the district shares responsibilities in support of Title I schools, the law makes it clear that school-level staff members are expected to play a role in assessing the needs of their students and planning for the appropriate use of Title I funds. School leaders and personnel may be in the best position to identify the specific academic needs of students and groups of students not yet achieving state academic standards, understand the subjects and skills for which teaching and learning need to be improved, and determine the extent to which students' needs are being met under the current Title I-funded interventions and services. They can use these data to consider whether changes to their current Title I program offerings need to be made for the upcoming school year. School leaders and staff, as well as parents, families, and community stakeholders, may be in the best position to help ensure that Title I interventions are connected to and consistent with the needs of the students and the school's broader approach to school improvement and its improvement goals.

Principals' abilities to make changes to Title I resource allocations and to connect Title I programming, whether leading an SWP school or a TAP school, may be (at least partially) based on their own knowledge of Title I requirements, the technical support they receive from their districts, and the extent to which they incorporate a needs-assessment into their Title I planning and decision-making process. It is important to examine the degree to which principals understand the Title I program and use a data-based decision-making approach to planning, as well as the level of technical support districts provide to their Title I schools. At the same time, because the extent to which principals are able to connect Title I with their broader improvement efforts is likely affected by additional factors, it is important to explore the Title I planning and budgeting decision-making process, including when key decisions are made and

the level of discretion, input, and involvement that principals and other school-level stakeholders have in making Title I funding decisions.

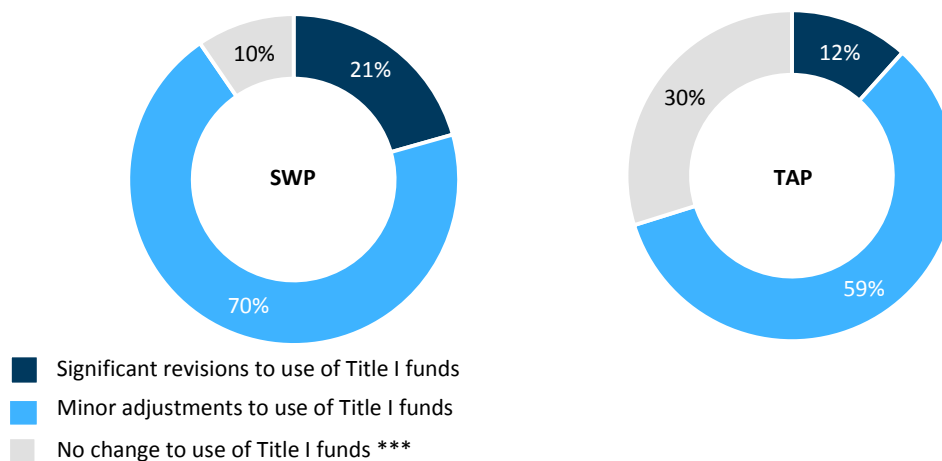
This chapter begins by discussing the extent to which Title I principals reported making changes to how they have used Title I funds to promote improved student outcomes, and whether decisions to change or maintain Title I interventions and services were informed by needs-assessment data. It then examines the extent to which principals reported autonomy over spending their school Title I allocations, including how discretion over Title I dollars may be shared between schools and districts, and what types of educational stakeholders are involved in the decision-making process. We then turn to describing the technical support provided by districts to support Title I schools in their annual planning and budgeting and the timing of this process. Finally, the chapter examines principals' ability to articulate a connection between their Title I-funded interventions and their broader school improvement goals.

## Consistency of Schools' Use of Title I Funds Over Time

The ways that schools used Title I funds were relatively stable over time, with the majority of principals in both SWP and TAP schools making minor changes or no changes to how Title I funds were used during the previous three years.

Twenty-one percent of SWP principals reported having made significant revisions to their use of Title I funds, compared with 12 percent of TAP principals; the difference between SWP and TAP schools was not statistically significant. However, TAP schools were significantly more likely than SWP schools to report making no changes to how they used their Title I funds during the past three years (30 percent vs. 10 percent) (Exhibit 23).

**Exhibit 23. Changes in the use of Title I funds during the past three years in schoolwide and targeted assistance programs, as reported by principals, 2016–17**



**Exhibit reads:** Among SWP schools, 21 percent reported significant revisions in the use of their Title I funds during the past three years.

Notes: All schools that received Title I funding for less than three years were excluded (in our survey sample, this was one SWP and eight TAP schools). Asterisks indicate a statistically significant difference between SWP and TAP schools: \*\*\* $p < .001$ .

Source: Principal survey, item C.3 ( $n = 607$  SWP and  $386$  TAP schools).

To complement the survey analyses, the study team examined Title I budgets for both 2015–16 and 2016–17 for 25 of the 35 case study schools that provided data for both years to determine the extent to which planned Title I expenditures changed from one year to the next. Among the case study schools, the majority of principals reported making no changes or small changes to the use of Title I funds, consistent with the survey findings. At the same time, budgets from seven case study schools showed substantial changes (defined as changes more than 10 percent above or below the previous year in any budget category) in planned Title I spending. For example, Castle Elementary used Title I funds to pay the salary of a counselor in 2016–17, which the school had not budgeted for in 2015–16. According to case study interviews, the school decided on this shift in resources because another grant that had supported the counselor’s salary expired, but the school wanted to maintain counseling services that were considered effective in improving student behavior and social-emotional outcomes. Eagle High School also showed notable differences in Title I budgets between the two years, adding a parent liaison in 2016–17 that was not supported by Title I in the previous year and reducing spending on instructional materials. Similarly, Field High School elected to spend more on professional development for staff in 2016–17 and less on instructional materials. Both high schools were SWP schools.

Three other schools – Crest Knoll High School (SWP), Scholar Elementary School (SWP), and Loree High School (TAP) – also had substantial changes in Title I spending plans that were associated with large increases in their Title I allocations during the period from 2015–16 to 2016–17. Crest Knoll High School spent their additional Title I funds on academic coaches, while also cutting back some spending on instructional materials and equipment. Scholar Elementary School spent more on specialist teachers (primarily for EL students, according to interviewees) and paraprofessionals, and Loree High School added a parent liaison and additional pupil support staff, cutting back somewhat on instructional materials, conferences, and professional development in exchange. These changes in Title I budgets were consistent with information provided by interviewees during the case study visits.

Although changes in Title I spending may indicate strategic thinking by a principal, not making changes does not necessarily imply that principals were not thoughtful in making decisions about how to use their Title I funds. For example, a principal from one of the TAP schools in the case study sample described two programs, one targeting their lowest performing Title I students and one targeting their EL students that they had adopted in previous years and were continuing with due to the successes they had seen among the targeted students. This principal saw value in having a core group of staff who had been well trained in the programs and could use the programs with facility to promote student growth and achievement.

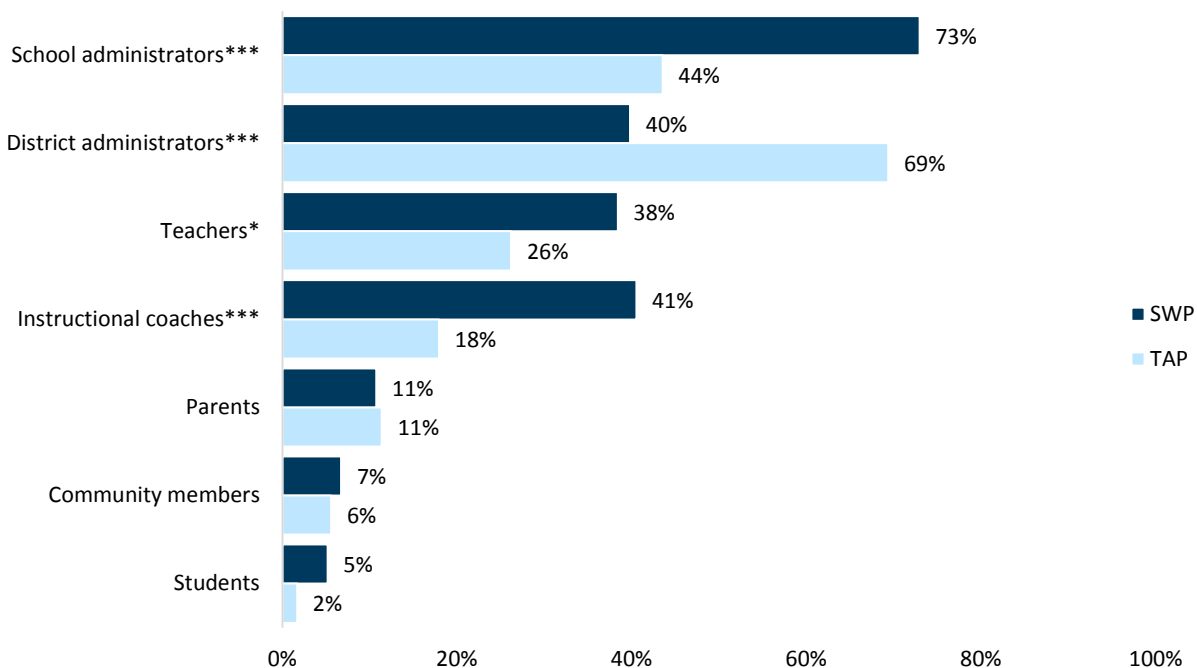
## **Title I Needs Assessments**

When asked about the needs-assessment processes at their schools, the surveyed SWP and TAP school principals differed significantly in their responses. As may be anticipated given Title I statutory requirements, principals of TAP schools were more likely than SWP school principals to report that their schools do not conduct a formal needs assessment to inform Title I planning (11 percent vs. 4 percent). At the same time, notable percentages of principals of both types of schools indicated that they were either unaware of or uninvolved in any sort of needs assessment to inform Title I planning (35 percent of TAP principals and 21 percent of SWP principals).

SWP principals were more likely than TAP school principals to report that school administrators, teachers, and coaches were involved in conducting the needs assessment for Title I planning purposes, while TAP principals were more likely to report the involvement of district administrators.

Nearly three quarters (73 percent) of SWP principals reported that school administrators were involved in conducting the needs assessment to inform Title I decision making, compared with 44 percent of TAP principals. Similarly, SWP principals were more likely than TAP principals to report the involvement of teachers (38 percent vs. 26 percent) and instructional coaches (41 percent vs. 18 percent) in this process. In contrast, 69 percent of TAP school principals reported that district administrators were involved in this process, compared with 40 percent of SWP principals (see Exhibit 24).

**Exhibit 24. Involvement of various stakeholders in conducting the Title I needs assessment in schoolwide and targeted assistance programs, as reported by principals, 2016–17**



**Exhibit reads:** Among SWP schools, 73 percent reported that school administrators were involved in conducting the needs assessment for Title I planning purposes.

Notes: Asterisks indicate a statistically significant difference between SWP and TAP schools: \* $p < .05$ ; \*\*\* $p < .001$ .

Source: Principal survey, item C.9 ( $n = 570$  SWP and 349 TAP schools).

The case study schools provide examples of how the needs assessment processes play out at the local level. For example, the principal of an SWP middle school described how their Title I needs assessment brings together the members of their school site council to reassess the school's priority areas and how to adjust use of Title I resources for the coming school year. As this principal explained, "with us just having the seventh and eighth grades, there's been times where we got back [to school] and said, 'Wow, the new students that we're serving, we're seeing some different needs.' Throughout the next [planning] cycle, we need to update or revisit the priorities that we set."

Similarly, the principal of one SWP case study school described their planning process as “laser-focused on data.” This principal explained that the district’s superintendent had put new policies and procedures in place to ensure schools’ Title I decisions were grounded in robust needs-assessment data. The district held annual meetings with school leaders to review their school-level data, develop school-level milestone goals for student performance, and identify the specific needs of their students. According to the principal, the district was emphasizing to principals that “you have to have data to justify why you’re spending the [Title I] money on this. ... [It’s] not just, ‘let’s try this program.’ Everything is data-driven.”

## Control of Title I Funds by Schools and Districts

In some districts, district personnel largely decide how Title I funds are used; in other districts, schools have a great deal of control (i.e., can primarily make the decisions) over how Title I allocations are used. To determine the proportion of Title I funds controlled by both districts and schools, we examined responses from national district and principal surveys, case study interview data, and analyses of case study school Title I budgets.

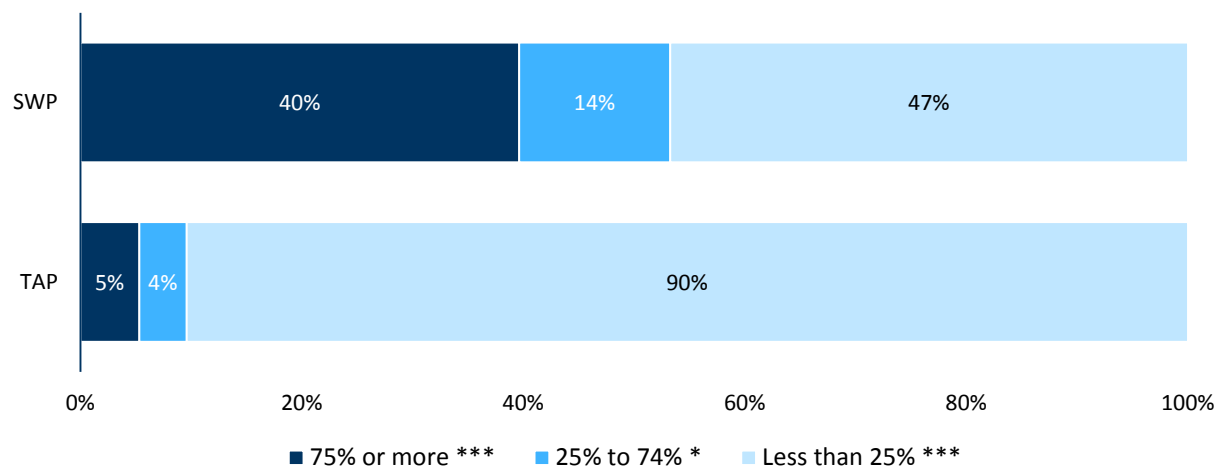
**Over half of the principals of TAP schools did not know the amount of Title I funds under school control, compared with approximately one quarter of SWP principals.**

The data show that many principals, particularly in TAP schools, did not know what proportion of the total Title I allocation for their schools was under their control. Specifically, more than half of TAP principals and approximately one quarter of SWP principals responding to the nationally representative survey reported that they did not know the amount of Title I funds under school control. The findings that follow reflect data from 233 district administrators who responded to survey questions about Title I allocations and control for up to five schools within their district (a total of 582 Title I schools).

**District administrators reported that SWP schools controlled an average of 47 percent of the Title I funds allocated to their schools, compared with 8 percent in TAP schools.**

The figures reported by district administrators indicate that 40 percent of SWP schools controlled at least three quarters of their Title I funds, compared with just 5 percent of TAP schools. Conversely, 90 percent of TAP schools controlled less than a quarter of the Title I funds allocated to them, compared with 47 percent of SWP schools (see Exhibit 25).

**Exhibit 25. Distribution of schoolwide programs and targeted assistance programs by the percentage of Title I funds over which schools had control, as reported by district administrators, 2016–17**



**Exhibit reads:** Forty percent of SWP schools controlled 75 percent or more of the Title I funds allocated to their schools.

Notes: These analyses are based on district survey respondents' estimates of the share of Title I funds that were under school control for up to five Title I schools in the district. Because of rounding, numbers may not sum to 100. Asterisks indicate a statistically significant difference between SWP and TAP schools: \* $p < .05$ , \*\*\* $p < .001$ .

Sources: District survey, item D.4 ( $n = 326$  SWP and 256 TAP schools).

Among the 35 case study schools, approximately half reported having control over 75 percent or more of their Title I budgets, with 10 reporting that they had control over 100 percent of their funds. Of these 10 schools, one was in a district where it was the only school, while another was a charter school not affiliated with the school district in which it was geographically located; this charter school interacted directly with the state about its Title I allocations and programming. In addition, five of the 10 schools were in one state suggesting that state policies may also guide the degree to which districts manage Title I programming and grant control over Title I funds to schools. Although the districts in this state enabled schools to drive the decisions about the use of Title I funds, the district offices still maintained close oversight of schools' use of funds to ensure that Title I purchases complied with Title I requirements and that the funds were being used in ways that would support student learning. The Title I district director and the superintendent review all plans and must approve them before the funds are released to the school. As one district Title I director in this state explained, "Yes, you have full discretion, but you have to make sure that you identify the plan, the usage [of funds], and the strategies, and the goal. It's just not like, 'Here's your money. Start spending,' and no one knows why."

### ***School Autonomy to Make Decisions About the Use of Title I Funds***

School-level perceptions of their autonomy in making Title I decisions are related to but not entirely dependent on the percentage of Title I funds over which they have control. On this topic, case study data offer important contextual details not available through the survey responses. To gain a better understanding of school perceptions of autonomy in the decision-making process for Title I, case study school principals were asked to describe how decisions about the use of Title I funds in their schools were made, including who was involved at the district and school levels, what data informed their decisions, and the extent to which they felt their input was reflected in the funding decisions. Case study

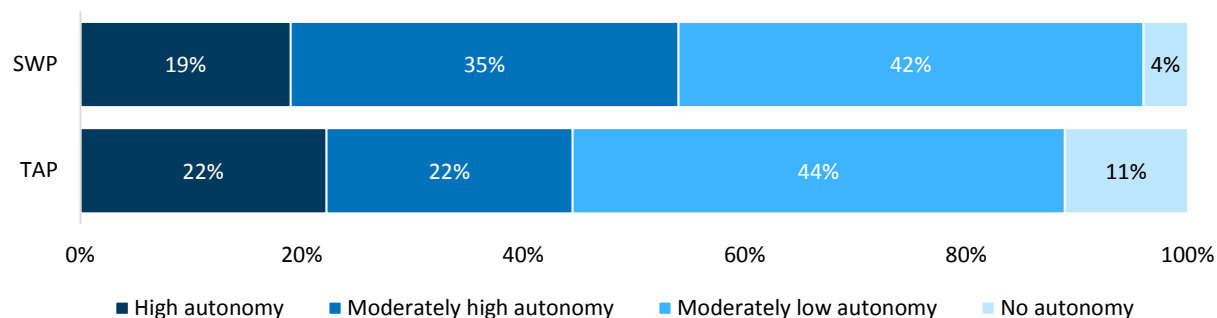


data indicate that control varied in meaning across the sample of schools. In some cases, districts set certain parameters around the funds over which schools had control. In addition, even in some districts that controlled, or had ultimate authority over large portions of school's Title I budgets, principals and other school staff were given opportunities to provide input and work with the district to decide which interventions and services would be supported at their schools. The extent to which principals interacted collaboratively with district staff, or were given a say in important decisions about how Title I funds would be spent to meet their specific school's needs, shaped the degree to which they felt they had autonomy in the Title I planning and budgeting process whether or not they directly controlled large portions of their budgets.

For example, several case study school principals and district officials indicated that the district required schools to reserve certain portions of their funds for certain purposes (e.g., parent engagement or instructional personnel). But within these parameters, schools had the autonomy to determine what sorts of services or activities to purchase with their funds for that purpose. Other schools reported that the district required specific intervention programs, services, or personnel to be paid with schools' Title I funds. As a specific example, in some districts, the district determined the number of Title I staff to be placed in each school, the role they would play, and hired the staff. In these cases, perceptions of autonomy were lower among principals. In contrast, some districts identified the number of Title I FTE staff to be allocated to each school, but school principals could determine the specific staff roles, as well as recruit and hire the staff. In both scenarios, the district determined that a proportion of Title I funds would be used to support staff in Title I schools, but the similarities end there.

In both SWP and TAP case study schools, there was wide variation, from perceptions of complete autonomy to no autonomy, although a slightly larger proportion of SWP school principals than TAP school principals perceived having high or moderately high levels of autonomy (see Exhibit 26; for information on the basis for these ratings, see Box 1). In most cases, the principals of the schools with higher levels of autonomy were appreciative of the discretion they were afforded to determine the best uses of funds, within what was allowed. Although not all principals with lower levels of autonomy perceived their lack of discretion as problematic, many still expressed frustration with the degree of oversight and restrictions the district placed on Title I funds use.

**Exhibit 26. School autonomy to make decisions about the use of Title I funds, in case study schools, 2016–17**



**Exhibit reads:** In the case study schools, 19 percent of the SWP schools described a high level of autonomy from the district when making decisions about the use of Title I funds.

Source: Case study district administrator interviews, principal interviews, extant documents, and principal survey item C.5 ( $n = 26$  SWP and 9 TAP schools).

### **Box 1. Level of School Autonomy in Making Decisions About the Use of Title I Funds**

Classifications related to the level of autonomy were derived from district administrator interviews, principal interviews, survey data, and data on the percentage of Title I funds controlled by a school. These classifications incorporate three components: the percentage of funds controlled by the school, district parameters on the use of Title I funds, and the mix of individuals involved in decisions.

#### ***High autonomy***

- Interview respondents explained that the school had full control regarding the use of Title I funds and was able to use them flexibly to meet school needs.
- On the survey, the principal indicated that “our school largely decides how to use Title I funds with minimal input from district staff.”
- The school controlled between 80 percent and 100 percent of the Title I funds allocated to the school.

#### ***Moderately high autonomy***

- Interview respondents reported that the school could make most decisions about how Title I funds will be spent but within a set of parameters or specific funding “buckets” imposed by either the state or the district.
- On the survey, the principal reported that “our school works closely with district staff to decide how to use Title I funds.”
- The school controlled the majority of Title I funds allocated to the school.

#### ***Moderately low autonomy***

- Interview respondents reported that most decisions regarding the use of funds are imposed by the district, but the school may have some control over a small amount of funds or about the use of a Title I resource.
- On the survey, the principal reported that “our school provides input to district staff who then decide how to use Title I funds on our behalf” or “district staff make almost all decisions on how to use Title I funds, but we have some Title I funds we can spend as we choose.”
- The school controlled less than half of the Title I funds allocated to the school.

#### ***No autonomy***

- Interview respondents reported that the district makes all decisions about the use of Title I funds. In these cases, the school has no knowledge of the decision-making process nor an opportunity to weigh in.
- On the survey, the principal indicated that “district staff make all decisions on how to use Title I funds.”
- The school controlled no Title I funds allocated to the school.

Respondents from seven (19 percent) of the 35 case study schools described a high level of autonomy, including five SWP and two TAP schools. However, school autonomy did not preclude district engagement; these principals also described the role the district played in helping to inform or approve these decisions. As one SWP school principal explained, all decisions must be data-driven and well-justified in the school’s Title I plan. To support school principals in this process, the district facilitated data meetings with schools to identify “milestone scores,” to benchmark the school’s results, and to help them identify improvement strategies accordingly. The results of these meetings were used by schools to develop their Title I plans. When asked about the extent to which the school had autonomy to make decisions about Title I funds, another principal reporting high levels of autonomy stated:

*It’s me and the leadership team here. ... It’s based on us right here. It’s customized to us. ... [W]e build our improvement plan on what our needs are. If we need to throw money at it, we throw money at it. If we need to throw personnel at it, we throw personnel at it.*

*If we need reduced class sizes to make that happen, we do that. If we need to co-teach it, we do that. And then we present that to the system level. ... Now [our superintendent] ... she's going to break it down with you. And she'll have a thousand questions, but if you're passionate about what you're doing and she knows what you're doing, you'll be able to get the money.*

Although it may be expected that SWP schools are afforded more autonomy than TAP schools, some TAP school principals also reported high levels of autonomy. One of these TAP principals described being able to change the school's Title I plan mid-year to bring on a Title I tutor. The newly hired tutor had just completed his student teaching at the school and become certified. Based on his work in the school, including the rapport he had developed with the students, the principal wanted to reallocate Title I funds to pay for a formal position for him at the school. This principal stated "that's one thing that I will say, with our county, and [the Title I coordinator], we are able to adapt and change our plan and our budget as needed. So if there's something that we are made aware of that would be a better choice or a better decision. ... [W]e do have that flexibility, which is great."

Similarly, another TAP school principal stated:

*I think what works really well is when, regardless with the amount of money, we're given that autonomy of how the funds are being used. We know parental involvement money has its restrictions, we play by the rules. But within those rules, there's enough autonomy to do what we need in that moment. And I think that works exceptionally well and I like that as opposed to the alternative of someone saying, "Here's your box of stuff, go make it work." ... I think it's much harder to get full buy-in for your school improvement goals if the team doesn't get full control over how you get to spend your funds on materials and people.*

In schools where principals perceived having no autonomy or moderately low autonomy over Title I funds, principals did not necessarily see this as problematic. As one example, an SWP principal who reported having no autonomy was asked whether more flexibility or autonomy would be preferred. The principal responded,

*As far as me having control? [The superintendent's] the best. What I feel he's done is to meet the needs of as many kids as we can. I understand. We work with what we have. I'd love to have three more reading teachers. But I never question [the superintendent's decisions].*

In contrast, an SWP principal reporting moderately low autonomy similarly indicated an appreciation for district officials' knowledge regarding Title I, but felt principals were not provided with the opportunity to use Title I in ways that could most benefit their schools given all of the control and restrictions placed on them. This principal suggested a need for principals to "have a little more autonomy with some of the things that we think will help kids improve. Or teachers improve." Other principals, including both SWP and TAP schools with limited autonomy acknowledged that their districts were communicative about Title I and the funding decisions, but they perceived their influence with the district as limited. One TAP principal explained, the district met with each of the Title I school principals to share the district's ideas for the use of Title I funds and to provide principals with an opportunity to provide feedback on the extent to which the district's plan intersected with their school's improvement needs — but noted that the district may or may not act on any suggestions made by principals. Another principal expressed a similar type of frustration, stating that, although the Title I district coordinator was "excellent," the lack

of autonomy was frustrating because “not all schools have the same needs. ... Just giving us a list of this is what you can do, it’s not flexible at all.”

## **District and School Responsibilities for Decisions About the Use of Title I Funds**

### ***Personnel Involved in Decisions About the Use of Title I Funds***

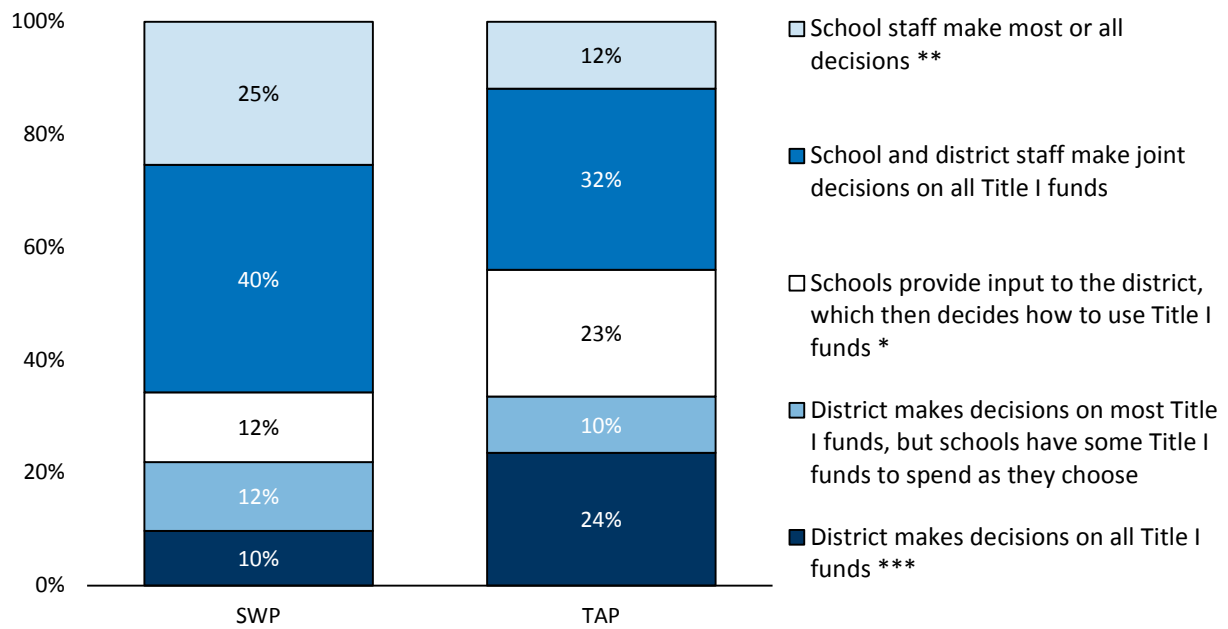
Even when decisions about the use of Title I funds are devolved to the school level, district staff play a role in the use of Title I funds. Indeed, districts are required to ensure that each SWP develop a comprehensive schoolwide plan based on a needs assessment of the entire school, that parents are appropriately engaged, and that schools comply with *supplement not supplant* requirements. Thus, we might expect Title I principals to report that they share some responsibilities with district administrators for decision making, even when they perceive relatively low levels of autonomy.

Moreover, the law specifies some of the individuals who are to be involved in Title I planning processes at the school level to provide input and help inform the decisions about how funds will be used. As mentioned previously, Title I requires that a broad range of stakeholders — including parents, school staff, and others in the community — be included in developing the comprehensive plan for an SWP.

**In most Title I schools, districts and schools collaborated on decisions regarding the use of Title I funds. However, principals of SWP schools were more likely than TAP schools to make all or most decisions about the use of Title I funds.**

When asked whether the use of Title I funds was more a school decision, more a district decision, or a joint decision shared by the district and school, both SWP and TAP school principals most often reported joint decision making. However, principals of SWP schools were more likely to report that they make most or all decisions regarding Title I funds (25 percent vs. 12 percent), while TAP school principals were more likely to report that the district made the decisions on all Title I funds (24 percent vs. 10 percent) (see Exhibit 27).

**Exhibit 27. Level of school involvement in making decisions about the use of Title I funds, by school characteristics, as reported by principals**



**Exhibit reads:** Among Title I SWP schools, 25 percent reported that school staff make most or all decisions about the use of Title I funds.

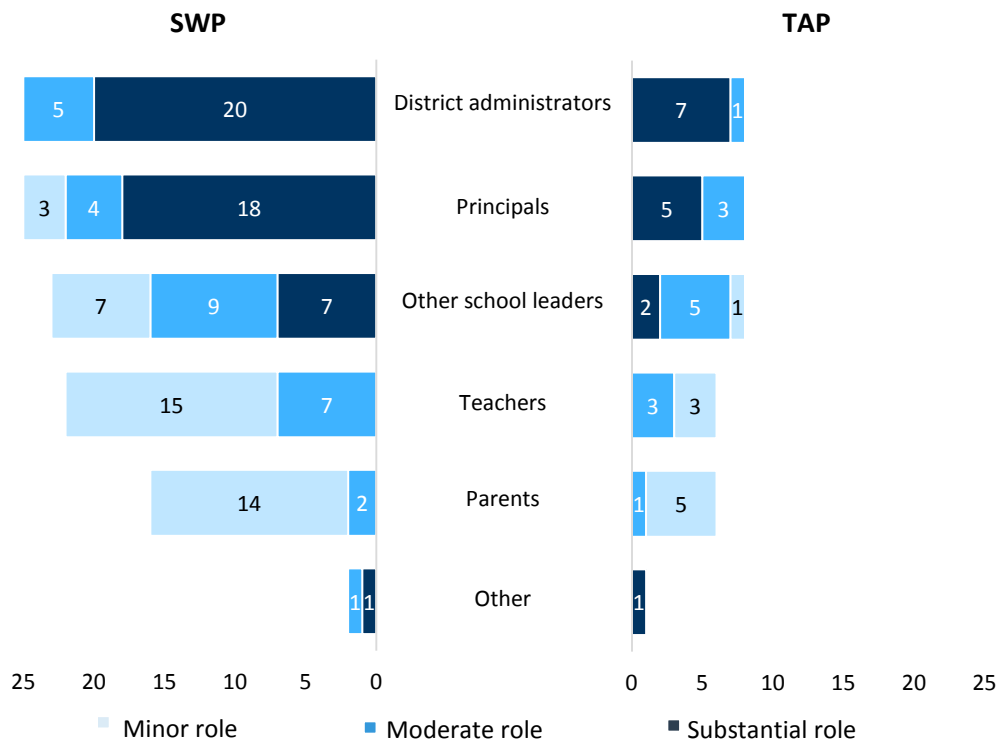
Note: Asterisks indicate a statistically significant difference between SWP and TAP schools: \* $p < .05$ , \*\* $p < .01$ , \*\*\* $p < .001$ .

Source: Principal survey, item C.5 ( $n = 608$  SWP and 400 TAP schools).

For both SWP and TAP case study schools, district administrators were the most likely stakeholder group to be involved in Title I decisions, followed by principals. When teachers were involved, their role most often was characterized as minor.

Consistent with the principal survey reports, in most case study schools, both district administrators and principals played a major role in making Title I funding decisions. Other school leaders were often involved but were less likely than principals to play a major role. Teachers and parents sometimes participated in the decision-making process, but their involvement was typically characterized as minor (Exhibit 28).

**Exhibit 28. Number of case study schools in which various individuals played a minor, moderate, or major role in decisions about how to use Title I funds at the school level, 2016–17**



**Exhibit reads:** In the case study sites, interviewees indicated that district administrators had a major role in making decisions regarding the use of Title I funds in 20 SWP and seven TAP schools.

Note: Individuals indicated as having a “major” role are those described as the most actively involved and/or who had the final say in how the funds would be used.

Source: Interviews with district administrators, principals, and school improvement team members (n = 26 SWP and 9 TAP schools).

Nevertheless, principals described processes for gaining input from school staff, teachers, and parents on student and school needs and possible uses of funds. In one SWP school, the principal described a phased approach to making decisions and involving certain groups of stakeholders at different times. The school first held a summer leadership retreat where key staff, including counselors, teachers, administrators, student support specialists, and instructional specialists and academic coaches, came together to review the school’s data and start outlining Title I needs for the coming year. The recommendations resulting from this retreat were then taken to the administrative team, which was tasked with determining how to allocate Title I funds to address the needs. The draft Title I plan and

budget were then presented back to the school staff for feedback and input. The final phase included sharing the “vision” and plan with parents. As the principal explained:

*Once it gets to the parents, it's more refined, it's more specific as far as what we're going to do with the money, but it's still not in stone because parents have that opportunity to give us input on what they think. ... We take their suggestions in and make some changes and adjustments and then we come up with that final budget and send it on in [to the district] for approval.*

Principals of other SWP schools described similar approaches, commonly indicating that they relied on a school improvement team of teachers and staff representing different grade levels or departments to provide input on Title I planning and budgeting decisions. Often, the principals met regularly with these teams throughout the school year to discuss broader school improvement initiatives and goals; Title I became a central focus of meetings when decisions needed to be made about modifications to the current school year's plan or planning for the coming school year.

Among TAP schools, principals could describe shared decision-making approaches at the school level, but again with certain stakeholders brought in at certain stages of the process. Most commonly, principals and key leadership team members made key decisions initially, which were then shared among the larger school staff and then with parents. Staff and parent feedback were considered prior to finalizing plans for district submission; however, principal respondents (both SWP and TAP) typically described receiving little feedback, particularly from parents.

## **Technical Support Provided by Districts to Support Title I Schools**

Title I is a complex program, and as schools seek to implement and comply with its requirements, they may need the expertise and support of central office staff who have specialized knowledge and experience. Principals assume leadership positions with varying levels of understanding of federal policy and may need support as they seek to comply with Title I guidelines and ensure that Title I funds address student needs.

With this in mind, interview and survey data were collected on principals' perceptions of district supports specific to Title I. Principals were asked to describe the types and format of the Title I guidance and information they received from their districts, the accessibility and responsiveness of district officials to questions, and the usefulness of the supports that districts provided. These data were analyzed to classify the 19 case study districts as providing high, moderate, or low levels of support for their Title I schools (see Box 2).<sup>12</sup>

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<sup>12</sup> These district support analyses were conducted for each of the 19 independent public school districts in which 33 of the 35 case study schools were located. These analyses did not include two schools, an independent charter school that operated as its own district and a rural one-school district where the principal of the school also played the role of Title I district coordinator.

**Box 2. Level of District Support Related to Title I**

Classifications of district support were derived from school-level interviews, not district administrators' descriptions of their own support.

***Strong district support related to Title I***

- Districts with strong support were those in which school-level respondents described meeting at least monthly with district staff related to Title I; the district had a designated point person to support Title I schools; respondents described a high level of expertise on the part of district staff, specifically related to Title I, and respondents explained that district staff answer questions promptly.

***Moderate district support related to Title I***

- Districts that provided moderate levels of support were those in which respondents described some contact with district officials (e.g., quarterly); if they describe more frequent meetings, they also note shortcomings. These districts may have designated Title I staff, but they are not described as having a high level of expertise or responsiveness.

***Limited district support related to Title I***

- Districts that provided limited support related to Title I were those in which school-level respondents described limited contact (if any) with district officials; they explicitly stated that the district does not provide support, or they explained that they could use support but do not receive it.

**Of the 19 districts in which the case study schools were located, 14 provided high or moderate levels of support related to Title I.**

At the lowest levels of support — as was the case in five districts — the central office support included slide presentations that staff could access on the district website or short annual meetings in which district administrators provided an overview of current Title I requirements. In addition, in districts that were rated as providing limited support, respondents either commented directly on the need for additional trainings or were hard pressed to recall when specific Title I trainings were offered. For example, one principal said, “Maybe when I first was a principal I had some support on Title I, but it was a long time ago.... I think someone came and talked to me about Title I, but I don’t really remember.” In another school, the Title I budget manager remarked, “The basic information [about Title I] was sent by email. I don’t know if the treasurer before me had those trainings. I don’t know what the district provides for trainings.”

Of these 14 districts, eight “high-support” districts provided more robust levels of accessibility and support to Title I schools, including in-time assistance and support that Title I principals described as valuable. For example, one district employed six “Title I managers,” each of whom provided oversight for a set of Title I schools. These managers interacted often with the principals of Title I schools, providing assistance not only during the planning process but also throughout the year. One SWP principal described interactions with the designated Title I manager as follows:

*I interact with [this person] on anything we have to turn in, updates, questions back and forth on paperwork, any activities that we have to do with the community. We communicate quite often. ... It is sometimes just an email here and an email there. If I needed to have it daily, it would happen.*



Another district provided monthly professional development sessions for Title I principals focused on specific topics based on the trends in the data they are observing. A principal in this district praised the district for the supports they were providing and the approach they were taking to ensure principals were “doing everything the right way.”

In general, principals in highly supportive districts often expressed appreciation for this support and its benefits. As one middle school principal indicated, “We would not have made the gains we made. I am confident, that without the support ... from the division and Title I, that we would not be accredited in math or social studies.”

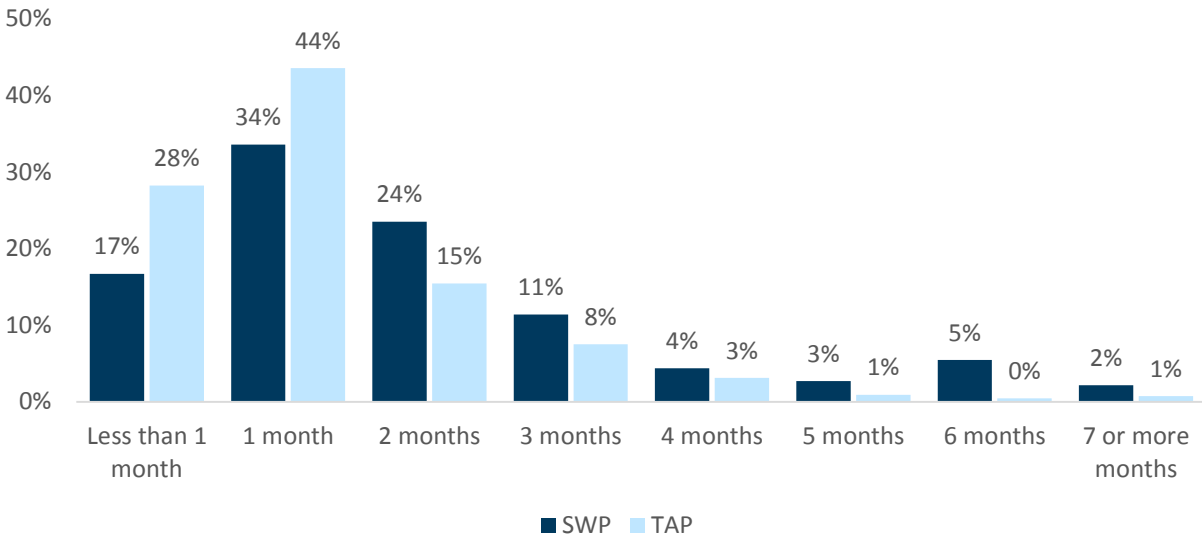
## Timing of Title I Decisions

The timing of the Title I planning and budgeting processes also may be a factor in determining the extent to which principals are able to implement Title I interventions in a manner that is coordinated with a coherent school improvement approach. If done carefully, the Title I planning process can entail many hours of work. Title I nonregulatory guidance encourages school administrators to conduct interviews or focus groups with stakeholders to gain their input on the use of Title I funds, analyze data to determine the specific needs of eligible students, and align Title I interventions with a comprehensive school improvement plan. These activities imply a nonnegligible time allocation and the coordination and cooperation of multiple stakeholder groups. The capacity of districts and schools to comply with these policy expectations may rest on the duration and timing of the Title I planning and budgeting window and when key decisions must be made. To understand the timing of Title I decisions, we examined district and principal survey data, case study interview data, and, where applicable, extant documents provided by case study districts regarding their Title I budget timelines.

Both SWP and TAP schools most commonly developed Title I plans in the spring of the prior school year (66 percent did so between March and June) and received Title I funds at the beginning of the school year. Nationally, principals reported starting work on their Title I plans as early as January and as late as August, but most schools (77 percent) received their Title I funds near the beginning of the school year, in July, August, or September.

**Principals in SWP schools typically reported having more time than TAP principals to develop Title I plans after Title I school allocations for the upcoming school year were communicated.**

Principals most commonly reported having less than two months to develop Title I plans after their resource levels were known (Exhibit 29), with a higher percentage of TAP schools than SWP schools reporting having less than two months to do so (72 percent vs. 50 percent).

**Exhibit 29. Number of months between when Title I resources are known and when Title I plans are due to the district**


**Exhibit reads:** Seventeen percent of SWP schools had less than one month between learning the amount of Title I resources they were to receive and the due date for submitting their spending plans to their district.

Note: The difference between SWP and TAP schools in the percentage of schools having less than two months between when Title I resources are known and when Title I plans are due to the district (72 percent vs. 50 percent, when combining the first two categories) was statistically significant:  $p < .05$ .

Source: Principal survey, item C.7 ( $n = 401$  SWP and 162 TAP schools).

However, some of the case study schools indicated that starting the decision-making process too early could also be a problem. Among the 10 case study schools in which district and/or school respondents described this timeline, several respondents expressed concern that this did not allow enough time to learn from the current year's implementation. For example, one Title I district administrator stated,

*One of my real frustrations ... is the timeline for all of this to happen in our district. It drives me crazy that school starts in August, you're implementing your plan, and then come around December, we're asking schools to start revising your plan [for the next year], have it ready by March when they haven't even implemented a full year. I just feel like it sets people up to make decisions about what was in their plan without a lot of data.*

This administrator was trying to address this challenge by providing more flexibility to schools in the process, requesting that they provide the district with a list of Title I-funded positions they want to continue into the following year by March, but specification of the nonpersonnel components of their budget could be on a more relaxed schedule. A principal of an SWP school also described a timeline challenge from the school perspective:

*When you're creating [the Title I plan] in March, April, May and you leave for the summer and it gets approved in October, that's a six-month window before you're actually able to spend any funds. And if things have changed over time, you don't have the ability to go backwards and make those modifications to it. So I would say the most frustrating thing from a building administrator standpoint is not being able to be fluid or flexible.*

## Connections Between Title I-Funded Interventions and School Improvement Goals

Title I SWPs are provided flexibility to serve all students and consolidate Title I funds with those from other programs. The policy intent for SWPs is that they will engage in an ongoing continuous improvement process and will implement systemic, schoolwide interventions, leading to more effective practices for students from low-income families. Furthermore, although schools with Title I TAP programs are required to direct Title I-funded resources to only the Title I-eligible students in their schools and track those resources accordingly, the extent to which the Title I interventions are coordinated with and complement a coherent school improvement approach may be an important factor in driving improved outcomes for the targeted students.

Within this policy context, we examined the extent to which principals of SWP and TAP schools in our case study schools were able to articulate connections between Title I interventions and their broader school improvement goals. (For a discussion of the analytic approach to classifications on principals' abilities to articulate the connections of Title I interventions and their broader school improvement goals, see Box 3.)

### **Box 3. Principal's Ability to Articulate Connections Between Title I Interventions and Broader School Improvement Goals in Case Study Schools**

Classifications of principals' ability to articulate connections between Title I interventions and broader school improvement goals are based on case study school principal interview data.

#### ***Explicit connection of Title I interventions with broader school improvement goals***

- The principal clearly described performance problems in the school, such as gaps in student learning, ineffective instructional practices, or insufficient parent engagement. The principal then articulated how the Title I interventions in place for 2016–17 were explicitly aligned with the improvement needs of the school (with specific examples) and supported the broader school improvement goals.

#### ***Moderate connection of Title I interventions with broader school improvement goals***

- The principal was able to articulate the purpose of the Title I interventions in place for 2016–17 and described how at least some of the Title I interventions were connected to and supporting the needs of the school and the broader school improvement goals. The principal did not, however, provide specific examples of the link between the Title I interventions and the improvement needs and goals of the school and/or indicated that some of the Title I interventions did not align with or conflicted with the broader approach the school was taking to school improvement.

#### ***Limited connection of Title I interventions with broader school improvement goals***

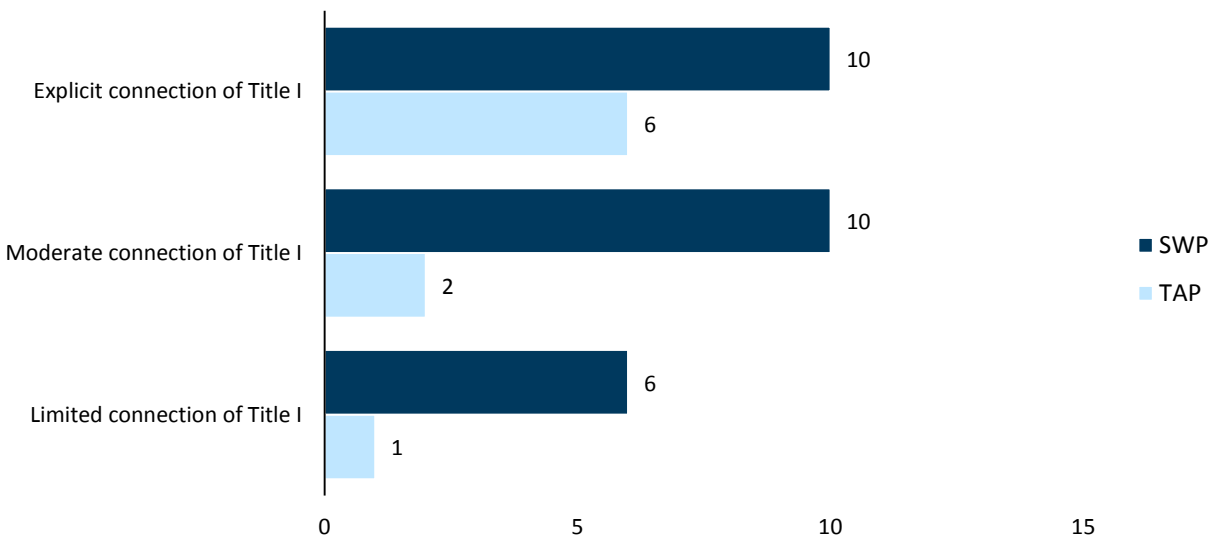
- The principal was unable to clearly articulate how the Title I interventions in place for 2016–17 were addressing the improvement needs of the school or how they were connected to and supporting the broader school improvement goals the principal had for the school; and/or the principal explicitly indicated that the Title I interventions did not directly support the needs of the school or were inconsistent with the school's broader goals.

**Most SWP and TAP case study school principals articulated at least a moderate connection between Title I interventions and their broader school improvement goals.**

Case study principals demonstrated their purposeful use of Title I funds by describing how Title I-funded personnel, instructional materials, or other resources and services were addressing the needs of their students and how these interventions aligned with broader school improvement goals. Most of the SWP and TAP school principals described an explicit connection between their Title I interventions and their overall school improvement efforts (Exhibit 30). This finding may not be surprising for SWPs given that SWP schools are required to conduct a comprehensive needs assessment to ensure that their Title I programming fits within the larger school improvement plan to improve student outcomes schoolwide. Twenty of the 26 SWP school principals were able to articulate explicit (10) or moderate (10) connection of Title I interventions to their overall school improvement goals. As one SWP principal explained when describing Title I’s connection to the school’s approach to school improvement:

*The Title I funds help pay for some of the remediation programs. They help pay for some of the licenses ... even help pay for teacher planning days, the time they need to be effective in their planning. ... A lot of my [Title I] funds reinforce all of the work we have done at this school, but if I decide that this year we need to focus on a reading strategy, I might focus on bringing an outside expert to give everybody training. I do have flexibility to manipulate in that direction.*

**Exhibit 30. Extent to which case study schoolwide program and targeted assistance program principals articulated a connection of Title I interventions with their broader improvement goals, 2016–17**



**Exhibit reads:** In the case study schools, 10 of the 26 SWP principals articulated an explicit connection of Title I interventions with their broader school improvement goals.

Source: Principal interviews in case study schools (n = 26 SWP schools and 9 TAP schools).

Similarly, the principal of a charter school with an SWP program described how Title I is coordinated with many other programs at the school to provide the teaching and learning experiences necessary to “lift [struggling] kids up.” This principal went on to emphasize that the design of Title I had forced the school to use the funds strategically within broader school efforts, specifically to identify and address the factors that affect student outcomes but may otherwise be overlooked:

*Especially as a charter school, we’re appreciative of added funds from Title I, particularly for instruction. ... With the Title I dollars and the level of accountability. ... It makes you look at things you might not otherwise look at, it makes you evaluate the data.*

Despite the greater flexibility SWP Title I schools have in terms of using Title I for schoolwide purposes compared with TAP schools, the principals of TAP schools appeared to be as likely as SWP principals to connect Title I programming with their broader school efforts to improve student outcomes. The majority of TAP principals (six of the nine) described taking an intentional approach to using Title I funds to purchase interventions that meet the needs of targeted students while still supporting overall improvement goals. As one TAP principal responded when asked how Title I fit in with the strategies being implemented at the school to address high-priority improvement goals, “For Title I specifically ... we make sure that whatever money we have, it has a purpose.”

Six of the 26 SWP school principals and one of the nine TAP principals described a limited connection between Title I and broader school improvement efforts. For example, one such SWP school principal explained that the school’s instructional team struggled to use the majority of their Title I funds in ways that best fit with their strategic plans for the school:

*We get frustrated because we do the requisition for our Title I budget. ... [Then] we get an email stating that, okay you can’t do that. ... Then we have to spin our wheels trying to figure out if this is something that’s going to fall under the official envelope [of] Title I. We’ve given away some of the Title I supplies and stuff like that because it just keeps stockpiling. That’s not the key to the kids learning. We need some other things in place.*

Other principals who were classified as articulating limited connections described similar challenges. One elementary SWP school principal explained that, although they have accumulated plentiful amounts of Title I-funded materials over the years, the control afforded to schools has lessened over time, so they are no longer able to purchase the materials they believe would facilitate their improvement efforts. Another principal indicated that the Title I-funded interventions were useful, but the funding overall for Title I was so small that the ability to be strategic in how funds were used to support school goals more broadly was limited. This principal stated, “We receive a very small amount of money. It’s marked for the same thing every year. There is nothing cutting-edge about how we use it.”

**Within the case study sample, principals’ years of experience at their respective school sites did not seem related to their abilities to connect Title I interventions with broader school improvement goals.**

Nearly all the principals that were new to their schools (five of the seven) articulated a high connection of Title I activities with the school improvement strategies they were prioritizing at their schools. These principals appeared to be strategic in identifying their new schools’ greatest teaching and learning needs and then using Title I to start filling the observed gaps. One of these first-year principals described, for example,

*This school is not balanced in best practices. I see a lot of worksheets, a lot of teach[ing] from your seats. A lot of it is old-fashioned. ... I'm new here though, so I have to observe now and put things in place this year that [we can build on] next year. I'm doing a SWOT analysis — our strengths and weaknesses. ... I refuse to put Title I funds towards copy paper.*

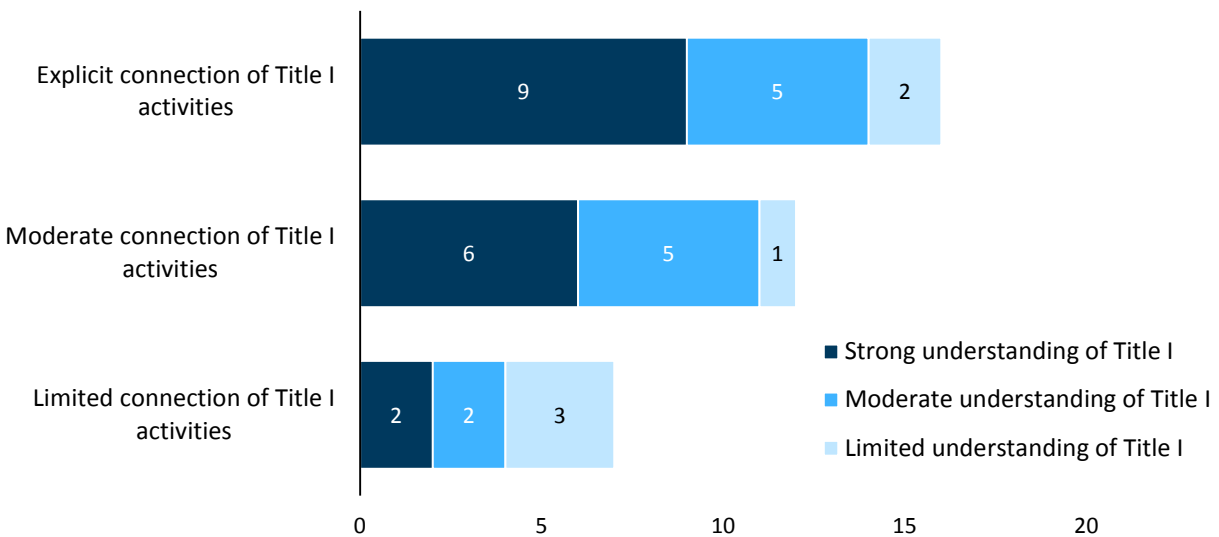
At the same time, experienced principals described learning important lessons as they gained knowledge and understanding of Title I over time. One experienced SWP principal described a learning curve, through which this person was able to use Title I in progressively more strategic ways:

*My first couple years, I'm going to be honest, being a new administrator I was winging it. I looked at the old Title I plans and I used that to guide what I was doing. ... It wasn't really data driven. Now we really use data to drive that.*

The ability of principals to make connections between Title I and their school improvement goals may also be influenced by the level of district support they receive. Among the 12 school principals who described a high level of district support, the majority were able to make explicit (seven) or moderate (three) connections between Title I and broader school improvement goals. In comparison, none of the nine principals in districts providing low levels of support articulated an explicit connection, although five articulated a moderate connection. These findings suggest that district supports for Title I principals may play a role in the extent to which Title I funds are used strategically to meet students' needs, particularly when principals may be lacking other sources of information that can guide their Title programming. For example, one principal who struggled to connect Title I-funded interventions with broader school improvement goals described a lack of information from the district on how Title I funds could be used. Similarly, another principal with a low connection rating reported that the district had not provided any trainings specific to Title I.

These data suggest that a leader's facility to use Title I funds within a coherent educational approach is likely driven by a number of important factors, some of which were outside of their direct control. The principals who described a limited connection of Title I with broader school improvement goals seemed to be similar in the extent to which they felt well-supported by their districts and perceived having autonomy in allocating Title I funds to meet their schools' needs. Indeed, of the 16 principals that could articulate a high level of connection between Title I and school goals, 13 experienced a high or moderately high level of autonomy. Of the seven principals who could not articulate a connection between Title I and school improvement more generally, five experienced low or no autonomy. And as discussed next, principals' own understanding of Title I requirements and how the Title I requirements applied to their schools also appear to be related to their connection between Title I and school goals (Exhibit 31).

**Exhibit 31. Extent to which case study principals articulated a connection of Title I interventions with their broader school improvement goals, by level of understanding of Title I, 2016–17**



**Exhibit reads:** In the case study schools, nine of the 16 principals who articulated explicit connections of Title I interventions with their broader school improvement goals demonstrated a strong understanding of Title I requirements.

Sources: Title I school principal interviews; principal survey, items C.1, C.2, and C.8 ( $n = 35$  principals).

**In general, principals who reported a greater understanding of Title I requirements were better able to articulate the connections between their Title I-funded activities and their broader school improvement goals.**

Most of the case study school principals, both SWP and TAP school principals, demonstrated at least a moderate (12 principals) if not strong (17 principals) understanding of Title I requirements. Fewer principals (six; three SWP and three TAP principals) demonstrated a limited understanding of Title I. Despite being classified as having limited understanding of Title I, two of the six principals were still able to draw explicit connections between the Title I interventions in place at their schools and their broader school improvement goals. Three of the six principals with limited understanding of Title I were not able to make such connections (one made a moderate connection). (For a discussion of the analytic approach to classifying principals based on their understanding of Title I, see Box 4.)

Although principal knowledge of Title I requirements appears to be somewhat related to principals' abilities to use Title I in ways that connect to broader school improvement goals, the link is not clear. The supports districts provide to their Title I school principals also could play a contributing role. Principals do not operate in a vacuum, and they often rely on robust district supports to navigate and coordinate the myriad federal, state, and local programs and initiatives that apply to their schools.

#### **Box 4. Principals' Level of Understanding of Title I Policy in Case Study Schools**

Classifications of principals' level of understanding of Title I requirements are based on case study school principal interview data and principal survey data.

##### ***Strong understanding of Title I policy***

- On the survey, the principal reported a strong understanding of Title I requirements generally and how they applied to his or her own school. The principal also reported knowledge of how Title I resources and funding were allocated to the school, including the portion of Title I funds in the school's discretion. The principal also was able to report the date of the needs assessment as part of the school's Title I planning and budgeting process.
- During the interview, the principal demonstrated knowledge of how Title I resources and funding were allocated to the school, including the amount of funds under the school's control. The principal also was able to articulate the general intent and purpose of Title I, as well as specific requirements that apply to the school's programming.

##### ***Moderate understanding of Title I policy***

- On the survey, the principal reported having a general understanding or awareness of Title I requirements but not necessarily how they applied to his or her own school. The principal also reported knowledge of how Title I resources and funding were allocated to the school but was unaware of the specific amount of Title I funds that was under the school's control. The principal indicated limited involvement or awareness of the needs assessment process being used to inform the school's Title I planning and budgeting process.
- During the interview, the principal demonstrated a familiarity of how Title I resources and funding were allocated to the school but was not aware of the amount of funds under the school's control. The principal was able to articulate the general intent and purpose of Title I but was not able to identify or describe any of the specific requirements that applied to the principal's school program.

##### ***Limited understanding of Title I policy***

- On the survey, the principal reported being uncertain of Title I requirements and how they applied to his or her own school. The principal also reported being unaware of the specific amount of Title I funds that were under the school's control. The principal also reported not being involved in or not knowing if a needs assessment was conducted to inform the school's Title I planning and budgeting process.
- During the interview, the principal demonstrated limited familiarity of how Title I resources and funding were allocated to the school and was not aware of the amount of funds under the school's control. The principal was able to articulate the general intent and purpose of Title I but was not able to identify or describe any of the specific requirements that applied to the principal's school program.

## **Conclusion**

In most SWP schools, district and school administrators collaborated on Title I decisions, and the majority of SWP schools controlled over 75 percent of their Title I allocation. Perhaps not surprisingly, principals of TAP schools were less engaged in the decision-making process and generally controlled a smaller percentage of the Title I funds allocated to their schools. In both SWP and TAP schools in the case study sample, most principals were able to make connections between Title I interventions and broader school improvement goals, suggesting that Title I often fits into a broader theory of change for these schools. However, the data also suggest that some Title I principals lack a comprehensive understanding of the Title I policy and how to fit Title I interventions and services within their broader school improvement goals, possibly limiting the extent to which the policy objectives are realized to their full potential.



## Chapter 5. Title I Flexibility in Schoolwide Programs

Title I law offers schools that operate SWPs a key flexibility not afforded to schools with TAPs, namely the option to consolidate federal, state, and local funds with Title I funds into a single pot to support a comprehensive approach to improving its instructional program. Schools that consolidate funds from Title I and other programs do not need to monitor expenditures of funds by federal program nor are they required to meet most of the statutory and regulatory requirements of those programs, so long as they meet the intent and purposes of each program. This chapter explores the use of this benefit afforded to SWP schools. Specifically, it examines the extent to which SWP schools take advantage of the spending flexibilities, how spending patterns compare for SWP schools that consolidated Title I funds with funds from other programs and those that did not, and common challenges to consolidating Title I funds.

### Consolidation and Coordination of Title I Funds in Schoolwide Programs

Recent Department guidance suggested that “[b]y making systemic changes that knit together services funded from a variety of sources into a comprehensive framework, schools have a better chance of increasing the academic achievement of all students” (U.S. Department of Education 2016b). Consolidating funds in an SWP is designed to encourage this approach by granting schools greater latitude over their available resources.

**Few SWP principals reported that their school consolidated Title I funds with other federal, state, and local funds (6 percent), but a larger proportion (52 percent) indicated that they coordinated the use of Title I funds with other funds.**

Eight percent of SWP schools reported that they neither consolidated nor coordinated funds from Title I and other programs, and notably, 34 percent of principals did not know how to characterize their schools’ approach (see Exhibit 32). These findings are largely consistent with those found by the National Longitudinal Study of *No Child Left Behind* more than a decade ago.<sup>13</sup>

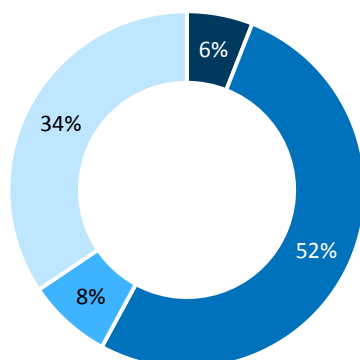
Looking closer at the subset of SWP schools that consolidated funds shows that these schools are more likely to be in rural settings and have more experienced principals. Among SWP schools that consolidated Title I funds with funds from other programs, 72 percent were rural, compared with 24 percent of SWP schools that coordinated funds or kept Title I funds separate. With respect to principal experience, 57 percent of SWP schools consolidating funds had principals with at least seven years of experience, compared with 23 percent of SWP schools coordinating funds and 20 percent of SWP schools neither consolidating nor coordinating funds.

<sup>13</sup> In a nationally representative sample of district administrators conducted in 2004–05, Chambers et al. (2009) found that 6 percent of districts that operated SWPs consolidated funds from Title I and other programs, while 62 percent coordinated strategies between programs.

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**Exhibit 32. Percentage of Title I schoolwide program schools using schoolwide flexibility, as reported by principals, 2016–17**


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- Title I funds consolidated with funds from other programs
- Title I funds coordinated with funds from other programs
- Title I funds neither consolidated or coordinated with funds from other programs
- Don't know

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**Exhibit reads:** In Title I SWP schools, 6 percent of principals reported consolidating Title I funds with other categorical funding sources.

Source: Principal survey, item D.7 ( $n = 573$  SWP schools).

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**Case study SWP principals that reported coordinating the use of Title I funds with other federal, state, and local funds often described co-funding staff positions or services in a way that may have a similar practical result as consolidating the funds.**

Of the 26 case study schools operating a SWP, none provided evidence of consolidating Title I funds with funds from other programs, while 10 schools reported coordinating funding streams and 16 reported maintaining strict separation of funds. Among the 10 case study schools that reported coordinating funds from Title I and other programs, five co-funded specific staff positions, such as support teachers, instructional coaches, and classroom teachers. Waxberry Middle School, for example, has a 1.0 FTE support teacher, which the principal described as “a multi-funded position,” with “some of [the] funds [coming] out of my pot [local funds]” and “some [coming] out of [Title I funds].” The remaining five schools otherwise managed funds in concert to support particular initiatives. Fraser Middle School, for example, uses multiple funding streams to support student tutoring to prepare for state assessments. Scholar Elementary provides four EL teachers, three of whom are funded through Title I and one through other funds, but “all working together” to serve EL students. The flexibility of coordinating Title I funds with funds from other sources was best summarized by the principal at Ocelot Elementary:

*Sometimes additional funds are given to us for us to use in our programs, remediation, planning, etc. It is a very fluid process. I know I can go to our [district] Title I director and, if I need anything or have an idea for something, [the director is] willing to participate in it. ... When you are [a] SWP, the funds are very fluid. Sometimes you might not even notice you are using Title I funds. I have that much flexibility.*

For the 16 case study schools that maintained separation between funds from Title I and other sources, three explanations surfaced. First, principals at some schools described it as a deliberate decision on their part. As the principal at Landmark Academy School explained, “I keep the funding streams intentionally very separate. From a control standpoint, the more dedicated those Title I funds are, the easier it is to keep track and make sure no one is abusing it.” Second, several schools indicated the approach was a district choice. The principal at Axel High School, for example, reported that

*I do have my unit budget from the district that I can spend on other things, but Title I is just for Title I. You know the rules are different, so our Title I money budget is separate from my unit budget from the district. ... When I get my Title I money, this is Title I. I have to split a separate budget for it.*

The principal at Swain Elementary, for example, described the approach as “a safeguard” established by the district, adding that “I can’t spend this the wrong way and I like that. I don’t want to be on the front page of the newspaper.” Third, at a few schools, the decision seemed to reflect a lack of knowledge of this type of flexibility afforded to SWPs. After being asked whether they coordinate Title I with other funding streams, one principal asked, “Is that allowed? Just curious,” and another principal said, “They’re supposed to be siloed, right?”

### **The largest perceived challenge to consolidating Title I funds with other sources was state accounting rules that require separate accounting for federal programs.**

Nearly half (47 percent) of the district administrators surveyed reported state accounting rules that require separate accounting for federal program funds pose a moderate or major challenge to consolidating Title I funds with funds from other sources (see Exhibit 33). Other commonly reported challenges included a lack of information about how to consolidate funds (37 percent), concern about potential audit exceptions (37 percent), district accounting rules requiring separate accounting for different funding sources (36 percent), and the need for more training and understanding about program (35 percent) and finance issues (33 percent).<sup>14</sup> These findings generally mirrored the results of prior research, suggesting that SWPs continue to face the same challenges as they did in 2004–05 (Chambers et al. 2009).

Respondents in nearly all the districts in which the SWP case study schools reside reported challenges related to spending flexibility provisions, which largely related to concerns about potential audits and compliance with federal and state regulations. As one principal explained,

*Everybody was just scared of having a bad audit finding, and it turned into a big compliance exercise as opposed to an exercise of saying, “How can we optimally use these funds to meet the unique needs of our students?”*

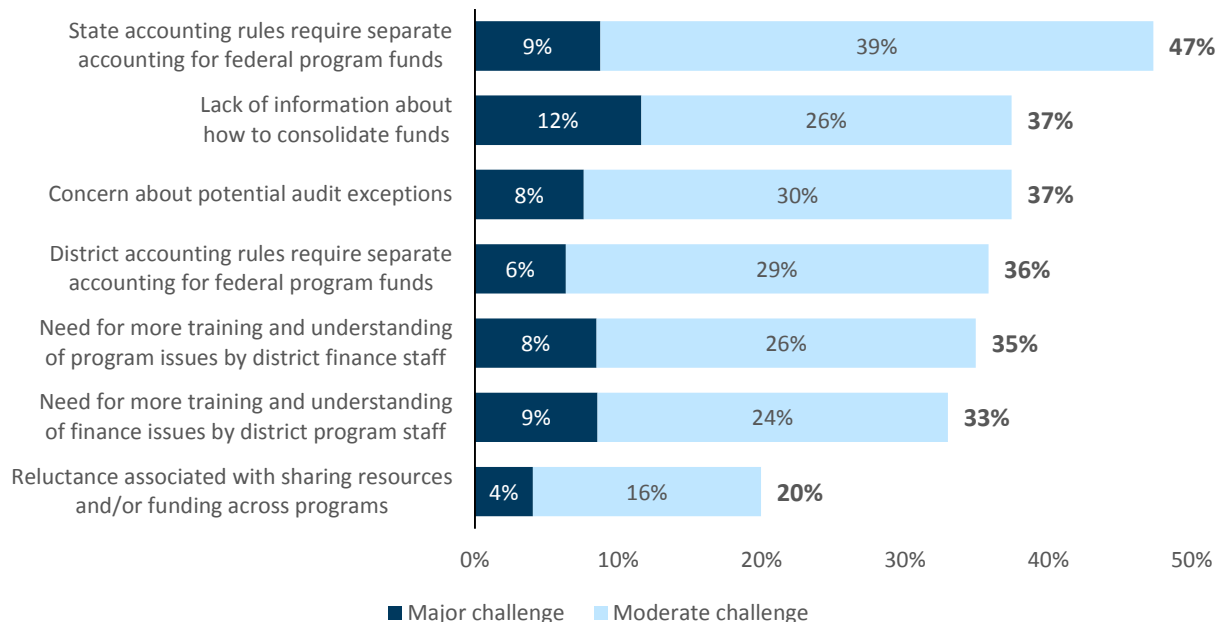
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<sup>14</sup> District administrators could choose more than one item, so percentages do not total to 100 percent.

One case study district had, in fact, undergone a recent monitoring process, in which federal monitors reportedly offered conflicting opinions on the appropriateness of using Title I to fund a pull-out interventionist to support EL students and low achievers at one of their SWP schools. According to the district budget officer,

*One auditor said this was fine, another said I couldn't do that. So I had to reverse his pay and pay him through another pot of money, which hurt. ... I guess how I'd done something, one didn't like it, one said it was ok.*

**Exhibit 33. Percentage of districts reporting moderate or major challenges to consolidating Title I funds with funds from other sources in Title I school programs**



**Exhibit reads:** Nine percent of districts reported that state accounting rules requiring separate accounting for federal program funds were a major challenge to consolidating Title I funds with funds from other sources.

Note: Bars may not sum to total due to rounding error.  
 Source: District survey, item C.3 (n = 185 districts).

Finally, one case study district had participated in a state-level pilot on consolidating Title I funds with funds from other federal sources several years ago, which did not go well according to respondents. As the district budget officer recounted:

*[A]t the end, Title II still wanted you to be able to tell specifically what did Title II do in there. And it was time-consuming journal entries: "Can you put it in here? Can you do the journal entries, post them at the end of the month, and send it out?" Because they said they lost their identity, but no... [they still wanted us to be able to identify Title II funds]. ... [W]hen you're a small district, you've got enough to do; you're wearing a lot of hats. It's not like I have six accountants to run and do all of this stuff for me.*

## Conclusion

As was found in a previous study more than a decade ago, few SWPs consolidate Title I funds with funds from other sources, as the law explicitly allows them to do. However, SWP principals more often reported coordinating the use of Title I funds with other federal, state, and local funds, and case study principals who did this often described co-funding staff positions or services in a way that may have a similar practical result as consolidating the funds. Perceived barriers to consolidating funds include concerns about state accounting rules, fear of potential audit exceptions, and lack of information and training about how to consolidate funds. The Department's recently released guidance on how Title I schools can leverage federal funds in an SWP to support school reform (U.S. Department of Education 2016b) may help to provide principals and districts with greater clarity about this issue.



## Conclusion

For more than 50 years, the Title I program has sought to improve the prospects of students who are struggling academically by providing additional funding for their schools to support educational services that will improve their outcomes. Under the law, SWPs benefit from additional flexibility, intended to foster an ongoing, dynamic continuous improvement process coupled with systemic, schoolwide interventions. By combining nationally representative surveys with on-site case study data, this study examined SWP and TAP schools' decision-making processes surrounding Title I resource allocation, the patterns of Title I spending on staff and nonpersonnel resources in both types of schools, and the services that SWP and TAP schools provided to students.

Overall, this study detected some notable differences between SWPs and TAPs. Consistent with the intent that SWP schools use federal funds in a comprehensive, schoolwide manner, these schools were more likely to use Title I funds for a broader array of staff position types and services than TAP schools. For example, SWP schools were more than three times as likely as TAPs to use Title I funds for instructional coaches, parent liaisons, and technology support staff, and EL specialists. Indeed, while a majority of TAP schools dedicated their Title I personnel expenditures exclusively to hiring teachers, SWP schools more commonly used these funds for a combination of staffing types.

SWPs tended to report having greater control over their use of Title I funds than did TAP schools, controlling a larger percentage of their Title I funds, and including a wider range of stakeholders in decision making. In most SWP and TAP schools, districts and schools collaborated on decisions regarding the use of Title I funds — however, SWP principals were more likely to report higher levels of autonomy in making decisions about the use of Title I funds. In the case study schools, most SWP and TAP principals articulated at least a moderate connection between Title I interventions and their broader school improvement goals, but those principals who reported a greater understanding of Title I requirements were better able to articulate the connections between Title I activities and school goals.

Although the survey data suggest that most Title I funds are used for supplemental instruction in reading and mathematics, the case study data provide examples of other, more innovative types of uses, particularly in SWPs, such as counseling services, interventions to improve school climate, summer bridge programs, and academic enrichment activities — all of which are permitted under Title I. However, most Title I schools, whether SWP or TAP, reported continuing to use Title I funds in the same ways that they had in previous years, with relatively few making significant changes. The examples provided by some of the case study schools suggest that other Title I schools have an open opportunity to leverage the flexibility under Title I to implement innovative strategies that might better meet the varied needs of their students.





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## Appendix A. Data Collection Technical Appendix

The purpose of this study was to examine how SWPs and TAPs compare in using Title I resources to improve academic outcomes, particularly for low-achieving students, and the complex interplay among school decision making, use of funds, and implementation of educational practices. The study included three main data collection activities: (1) surveys of nationally representative samples of school district administrators and principals; (2) site visits to a set of 35 case study schools that involved in-person and telephone interviews with Title I district officials and school staff involved in Title I administration; and (3) extant data collection and analysis. This appendix describes the various data sources, the procedures for sampling and collecting these data, and the analysis methods used to address the research questions.

### School District Administrator and Principal Surveys

#### *Sample Frame, Sampling Design and Methods, and Sample Selection*

*Sample Frame.* The target school population included schools that received Title I funding in either the current school year (2016–17) or the previous school year (2015–16), and the target district population included districts that had at least one school receiving Title I funding in either the current or prior school year. The sampling frame was constructed from the 2013–14 CCD Public Elementary/Secondary School Universe File, which was the most recent school list available at the time of sampling. CCD includes the NCES school ID number, the state school ID number, the name of the school, the name and ID number of the agency that operates the school, contact and physical location information, school type, operational status, locale code, grades offered, school level, students eligible for free or reduced-price lunch, and student totals and detail (by grade, race/ethnicity, and gender). The file also contains flags indicating whether a school is Title I eligible, schoolwide Title I eligible, a magnet school, or a charter school plus other school characteristics.

Because a school’s Title I status can change from one year to another, the more recent Title I status data from *EDFacts* 2014–15 was used to identify the target population.<sup>15</sup> The following schools were excluded from the sampling frame: schools with no reported student enrollment, those located outside of the 50 states and the District of Columbia, schools without a Title I program, those with a school type classification other than regular or vocational school (e.g., special education schools, alternative schools, or “other” schools), juvenile facilities or correctional centers, and virtual schools. Among the 53,843 schools that remained in the final list frame, 41,861 (78 percent) were SWP schools and 11,982 (22 percent) were TAP schools. The 53,843 schools were located in 14,824 districts. Exhibit A1 shows the sample frame exclusions.

<sup>15</sup> Note that the 2014–15 CCD was not available at the time of sampling but became available after data collection was completed and thus was used for weighting. Therefore, although the sampling frame was constructed based on the 2013–14 CCD, the final weights were calibrated to the totals from the list constructed using the 2014–15 CCD and *EDFacts* 2014–15 data. Furthermore, because the list frame was constructed using data prior to the reference years for the study (i.e., 2015–16 and 2016–17), it is possible that some schools that were not noted as Title I eligible in *EDFacts* 2014–15 were omitted from the frame but later became Title I eligible in 2015–16 or 2016–17.

**Exhibit A1. Sample frame exclusions**

	Number of schools
Original sample frame	102,815
Schools removed from sample frame	48,972
Schools with zero enrollment	6,508
Schools outside the 50 states and the District of Columbia	1,539
Non-Title I schools	39,289
Special education schools, other or alternative schools or reportable programs	1,543
Juvenile facilities or correction centers	3
Virtual schools	90
Final sample frame	53,843

Source: U.S. Department of Education, National Center for Education Statistics, Common Core of Data (CCD), Public Elementary/Secondary School Universe Survey, 2013–14.

The nationally representative sample selected for the study included 404 districts and 1,421 schools. The sample design (discussed in the Sampling Methods section) allowed for replacements for nonresponding districts or schools. Twenty-seven very large districts (with student enrollment greater than 100,000 each) were selected with certainty to guarantee their representation in the study; these certainty districts do not have replacement districts.

*Sampling Design.* The study employed a two-stage sampling design. The district sample was selected first, and a subsample of schools was selected from the selected districts. Because the study intended to compare SWP and TAP schools, comparable sample sizes were desired for the SWP school group and the TAP school group, which meant a higher sampling rate was needed for the TAP group because of the lower proportion of TAP schools in the study frame (22 percent, compared with 78 percent of SWP schools). The study also planned to make comparisons across school poverty levels, measured by the percentage of students eligible for free or reduced-price lunch. Therefore, the information about program type and school poverty level was used to stratify the frame to control for sample sizes in subgroups and improve efficiency of the sample. However, because districts can have both SWP schools and TAP schools and schools at different poverty levels, districts were classified according to both program type and poverty level, among all schools within the district.

To assist in the control of sample sizes by school program type and poverty level, two district-level variables were created. The first variable for district program type had three categories: (1) a district with SWP schools only, (2) a district with TAP schools only, and (3) a district with both types of schools. The second variable for district poverty levels used the overall percentage of students eligible free or reduced-price lunch in the district and had three categories: less than 35 percent, 35 percent to 74 percent, and 75 percent or higher. A stratification variable was created using these two variables (district program type and district poverty level), and, as shown in Exhibit A2, yielded three times three or nine stratification cells.

**Exhibit A2. Number and percentage of districts in the study frame, allocated sample size, and sampling rate by stratum**

Stratum	District program type	District poverty level	Study frame		Sample		Sampling rate
			Count	Percentage	Count	Percentage	
Total			14,824	100	404	100	3
11	SWP only	Low (<35%)	510	3	10	2	2
12	SWP only	Medium (35% to <75%)	5,572	38	56	14	1
13	SWP only	High (75% or more)	2,253	15	68	17	3
21	TAP only	Low (<35%)	3,081	21	123	30	4
22	TAP only	Medium (35% to <75%)	2,105	14	63	16	3
23	TAP only	High (75% or more)	252	2	25	6	10
31	SWP and TAP	Low (<35%)	271	2	14	3	5
32	SWP and TAP	Medium (35% to <75%)	665	4	33	8	5
33	SWP and TAP	High (75% or more)	115	1	12	3	10

Notes: Detail may not sum to total because of rounding.

Source: U.S. Department of Education, National Center for Education Statistics, Common Core of Data (CCD), Public Elementary/Secondary School Universe Survey, 2013–14.

Because the populations varied in number across program type and poverty level, it was necessary to sample the different subpopulations with different rates to achieve balanced sample sizes in the subgroups. Smaller subpopulations (districts with only TAP schools and those with both SWP and TAP schools) were sampled at higher rates. The overall sampling rates were 2 percent for districts with SWP schools only, 4 percent for districts with TAP schools only, and 6 percent for districts with both types of schools. The overall sampling rate was 4 percent for districts at a low poverty level (less than 35 percent of the enrollment eligible for free or reduced-price lunch), 2 percent for districts at a medium poverty level (not less than 35 percent but lower than 75 percent of the enrollment eligible for free or reduced-price lunch), and 4 percent for districts at a high poverty level (not less than 75 percent of the enrollment eligible for free or reduced-price lunch).

*Sampling Methods.* The sample was selected using a hybrid systematic sampling (SS) approach and a random split zone (RSZ) approach, which enabled the study to yield the benefits of each. The SS approach, which samples units from the sorted sampling list frame with a random starting point and a fixed interval, is a common practice in surveys such as the School Survey on Crime and Safety and the National Teacher and Principal Survey. However, response rates have been declining in surveys in recent decades (Atrostic et al. 2001; Brick and Williams 2013; de Leeuw and de Heer 2002; Sturgis, Smith, and Hughes 2006), and maintaining adequate response rates for districts and schools can be difficult. Therefore, the RSZ approach (Singh and Ye 2016) was incorporated as the sampling approach for schools in this study primarily because the method provides greater flexibility than traditional sampling methods in cases where the response rates are lower than expected.

The RSZ method is based on a new application of the well-known and popular method of random groups (Cochran 1977; Rao, Hartley, and Cochran 1962) to a simplified technique for drawing an approximate probability proportional to size sample. It provides a random replacement strategy for ensuring unbiased estimation and is based on the idea of reserve samples of size one. Using the RSZ method, the initial sample released has the same size as the target completes. Random replicates for each sampled unit are

selected among similar units belonging to the same group. Thus, each case in the resulting sample of completes belongs to a different group and guarantees the representativeness of the sample. Forming groups at random as in the RSZ method helps obtain simple unbiased variance estimates. Specifically, RSZ first sorts the population as in SS and then creates zones by partitioning the sorted units, where the number of zones is set equal to half the desired respondent sample size. Next, each zone is randomly split into random groups, and a unit along with its replicates is randomly drawn with a replacement from each group. Individual random replicate units can be released only when the originally sampled unit is determined to be nonresponsive. Therefore, the release of replicates can be managed individually for each ineligible or nonresponding unit instead of releasing the overall inflated sample.

For this study, zones were defined by dividing the sorted frame list based on implicit stratification variables: district urbanicity, the concentration of non-Hispanic white students, district enrollment size, and ZIP code; each zone was randomly split into groups into two groups with one sample unit being selected in each group (one case is selected as the initial sample case with others randomly selected as the replicate units).

*Sample Selection.* In sampling the districts, the RSZ method was used as follows.<sup>16</sup> The district list was sorted by district urbanicity, the concentration of non-Hispanic white students, district enrollment size, and ZIP code (so districts were geographically ordered). Approximately equal-size zones were defined along the sorted list so that within each zone the district characteristics were similar. Approximately equal-size random groups were defined within each zone, and one district was selected from each group, which means the number of groups was equal to district sample size (i.e., 404 groups were created). Each zone included two groups, which is the minimum requirement for variance estimation without collapsing the zones.<sup>17</sup> Within each group, one district was randomly selected with probability proportional to size. The measure of size was the average number of SWP schools and TAP schools within each district. Sequentially, replacement districts were selected and labeled in each group in case the original district in the group did not participate for any reason and had to be replaced to meet the targets.

After district selection, schools in the sampled districts were stratified by school program type. The RSZ method was used as follows. The school list was sorted by school level, urbanicity, the concentration of students eligible for free or reduced-price lunch, the concentration of non-Hispanic white students, enrollment size, and ZIP code. Approximately equal-size zones were defined along the sorted list so that within each zone, the school characteristics were similar, and the zones were randomly split into groups. Within each group, one school was randomly selected. Replacement schools were available. The number of schools of each type to be selected in each sampled district was up to four in noncertainty districts and up to 12 (5 percent) of the schools in certainty districts.<sup>18</sup>

The distribution of the 14,824 districts in the study population and the 404 sampled districts is shown in Exhibit A3. Because of differential sampling rates in different strata, the unweighted distribution of the sample districts differs from the population, but because the weighted estimates are unbiased, the weighted distribution looks similar to the population, with some degree of sampling variation. Exhibit A3

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<sup>16</sup> Certainty districts were not included in these procedures because certainty districts do not have associated replacement districts.

<sup>17</sup> A few zones had three groups because sometimes the district sample size within a stratum was an odd number. For example, if the sample size for a certain stratum was 11, then 11 approximately equal groups were needed within the stratum, which led to five zones defined in the stratum, with four randomly split into two groups and one split into three groups.

<sup>18</sup> If the noncertainty district has no more than four SWP schools, all schools were selected; if it has more than four SWP schools, four were selected. The same principle applied for the TAP schools. More schools were sampled in the certainty districts to include a more representative sample of schools for these self-representing districts.



shows the distribution of districts in the study frame by district program type, school level, urbanicity, enrollment size, the percentage students eligible for free or reduced-price lunch, and the percentage of non-Hispanic white students. Overall, the weighted estimates are within an acceptable range, with the largest difference between the sample estimate and the population proportion being 5 percentage points for the percentage of rural districts.

### Exhibit A3. Characteristics of sampling frame and sample for school district survey

District sampling frame characteristics	Count	Percentage	District sample characteristics	Unweighted Count	Unweighted percentage	Weighted percentage
<b>District program type</b>			<b>District program type</b>			
Title I SWP only	8,335	56	Title I SWP only	134	33	57
TAP only	5,438	37	TAP only	211	52	36
Both	1,051	7	Both	59	15	7
<b>At least one school in:</b>			<b>At least one school in:</b>			
Primary	13,011	88	Primary	365	90	88
Middle	4,771	32	Middle	182	45	33
High	3,353	23	High	130	32	22
Other	1,405	9	Other	67	17	13
<b>Urbanicity<sup>a</sup></b>			<b>Urbanicity</b>			
Urban	2,125	14	Urban	79	20	14
Suburban	3,360	23	Suburban	117	29	22
Town	2,520	17	Town	52	13	14
Rural	6,819	46	Rural	156	39	51
<b>Total student enrollment</b>			<b>Total student enrollment</b>			
25,000 or more	300	2	25,000 or more	48	12	2
5,000 to 24,999	1,658	11	5,000 to 24,999	54	13	10
1,000 to 4,999	5,236	35	1,000 to 4,999	122	30	39
Less than 1,000	7,630	51	Less than 1,000	180	45	49
<b>Percentage of students eligible for free or reduced-price lunch</b>			<b>Percentage of students eligible for free or reduced-price lunch</b>			
75% or more	2,620	18	75% or more	105	26	18
35% to less than 75%	8,342	56	35% to less than 75%	152	38	56
Less than 35%	3,862	26	Less than 35%	147	36	26
<b>Percentage of non-Hispanic white students</b>			<b>Percentage of non-Hispanic white students</b>			
Less than 50%	4,125	28	Less than 50%	145	36	26
50% or more	10,699	72	50% or more	259	64	74

<sup>a</sup> This is the only variable taken from the 2013–14 CCD Local Education Agency Universe File; all other variables are from the 2013–14 CCD Public Elementary/Secondary School Universe File.

Notes: Detail may not sum to total because of rounding or being not mutually exclusive (e.g., the second district characteristic).

Source: U.S. Department of Education, National Center for Education Statistics, Common Core of Data (CCD), Public Elementary/Secondary School Universe Survey, 2013–14 ( $N = 14,824$  districts in sampling frame;  $n = 404$  districts in selected sample).

The distribution of the 53,843 schools in the study population and the 1,421 sampled schools in the 404 selected districts is shown in Exhibit A4.<sup>19</sup> Again, because of differential sampling rates at both the district and school levels, the unweighted distribution of the sample schools looks different from the population; but because the weighted estimates are unbiased, the weighted distribution looks similar to the population with some degree of sampling variations. Exhibit A4 shows the distribution of schools in the study frame by Title I school type (SWP vs. TAP), urbanicity, school level, enrollment size, the percentage of students eligible for free or reduced-price lunch, and the percentage of non-Hispanic white students. Overall, the weighted estimates are within an acceptable range, with the largest difference between the sample estimate and the population proportion being 3 percentage points for the percentage of suburban schools and the percentage of medium poverty level schools.

### ***Data Collection and Data Processing***

*Data Collection.* Nationally representative, quantitative survey data were collected from district Title I coordinators and principals in Title I SWP and TAP schools from November 2016 through April 2017. The primary mode of data collection was a Web survey; hard-copy surveys also were sent to nonrespondents, and data entered into the Web survey upon receipt by AIR. Completion times for each survey were estimated as follows: the district survey, 90 minutes; the school survey, 60 minutes. The targeted respondent for the district survey was the individual with the most knowledge about district Title I implementation; the targeted respondent for the school survey was the school principal.

Outreach to districts and schools followed a prescribed sequence. First, districts and schools were notified about the study with a letter sent directly from the Department. One week later, AIR sent districts and schools a letter by regular mail that included the survey Web address and log-in credentials. Three days later, AIR sent the survey invitation by email to maximize the impact of this first communication from AIR. The notification and survey invitations were staggered such that districts were contacted and made aware of the schools sampled for the study prior to any contact attempts with principals. Between mid-November 2016 and mid-March 2017, AIR sent seven email reminders to districts and six reminders to schools. At the end of March, the Department sent one more email to both districts to encourage response. Starting in mid-January through mid-March, five rounds of telephone reminder calls were made to each nonresponding district and school. Finally, hard-copies of the surveys were sent to the nonresponding districts directly from the Department in early February and to nonresponding schools in January and March. The last reminder email sent by AIR and the last round of telephone calls prioritized efforts to reach schools that had started but had not yet completed the survey. Survey data collection closed in early April 2017.

*Data Processing.* Survey data were processed and cleaned in preparation for analysis. This included reviewing each survey item for internal consistency, consistency between related items, and patterns of nonresponse. Missing data also were reviewed to identify whether the respondent purposely did not answer a question or whether the missing data resulted from a skip pattern in the questionnaire.

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<sup>19</sup> The final sample size was based upon a power analysis conducted during the proposal phase of this project, which showed that the expected number of valid responses received from a sample of 1,410 schools in 470 districts, there would be a standard of error on the typical dichotomous survey item of no more than 1.4 percentage points. The corresponding minimal detectable difference in response between SWP and TAP schools was calculated to be 9.2 percentage points.

**Exhibit A4. Characteristics of sampling frame and sample for principal survey**

<b>School characteristics</b>	<b>Count</b>	<b>Percentage</b>	<b>School characteristics</b>	<b>Count</b>	<b>Unweighted percentage</b>	<b>Weighted percentage</b>
<b>School program type</b>			<b>School program type</b>			
Title I SWP	41,861	78	Title I SWP	823	58	77
TAP	11,982	22	TAP	598	42	23
<b>School level</b>			<b>School level</b>			
Primary	38,207	71	Primary	1,002	71	71
Middle	8,239	15	Middle	215	15	14
High	5,390	10	High	149	10	10
Other	2,007	4	Other	55	4	5
<b>Urbanicity</b>			<b>Urbanicity</b>			
Urban	16,185	30	Urban	399	28	30
Suburban	14,707	27	Suburban	509	36	30
Town	7,541	14	Town	151	11	12
Rural	15,410	29	Rural	362	25	28
<b>Total student enrollment</b>			<b>Total student enrollment</b>			
1,000 or more	3,063	6	1,000 or more	92	6	4
500 to 999	18,988	35	500 to 999	529	37	37
300 to 499	17,861	33	300 to 499	409	29	33
Less than 300	13,931	26	Less than 300	391	28	27
<b>Percentage of students eligible for free or reduced-price lunch<sup>a</sup></b>			<b>Percentage of students eligible for free or reduced-price lunch</b>			
75% or more	21,543	40	75% or more	554	39	43
35% to 74%	25,532	47	35% to 74%	571	40	44
Less than 35%	6,768	13	Less than 35%	296	21	13
<b>Percentage of non-Hispanic white students<sup>b</sup></b>			<b>Percentage of non-Hispanic white students</b>			
Less than 50%	28,294	53	Less than 50%	762	54	52
50% or more	25,549	47	50% or more	659	46	48

<sup>a</sup> About 1 percent of the schools do not report data on free or reduced-price lunch. For schools without free or reduced-price lunch data, this information was imputed using the closest donor — the school with the closest values on the sorting variables (school level, locale, state, percentage of non-Hispanic white students, and enrollment) to those of the imputed school. Imputed data are used for the percentage of students eligible for free or reduced-price lunch shown in the table.

<sup>b</sup> Less than 0.3 percent of the schools do not report data on race or ethnicity. For schools without race or ethnicity data, this information was imputed using the closest donor — the school with the closest values on the sorting variables (school level, locale, state, the percentage of students eligible for free or reduced-price lunch, and enrollment) to those of the imputed school. Imputed data are used for the percentage of non-Hispanic white students shown in the table.

Notes: Detail may not sum to total because of rounding or being not mutually exclusive [i.e., the incidence of schools by grade level (primary, middle, high and other)].

Source: U.S. Department of Education, National Center for Education Statistics, Common Core of Data (CCD), Public Elementary/Secondary School Universe Survey, 2013–14 ( $N = 53,843$  schools in sampling frame;  $n = 1,421$  schools in selected sample.).

A small number of data edits were implemented as part of our data processing.<sup>20</sup> These edits took the form of enforcing logical relationships between variables based on skip patterns, editing data that was outside the expected range, and ensuring that counts (e.g., student counts) were consistent across items and that subgroup counts summed to totals.

For example, if a respondent navigated backward through the survey and responded to items that they were originally skipped out of as a result of a skip pattern, then we revised these erroneous responses that were inconsistent with the skip pattern filter item response. We also edited a small number of records if the respondent provided a response that was out of the expected range (e.g., reported student and teacher attendance rates that were improbably low). The Improbable responses in these cases were replaced with missing values. For survey items that asked for detailed counts (e.g., total student enrollment and enrollment by student subgroups), we reviewed to make sure there were no inconsistencies or improper values provided. For example, we applied three types of edits to the responses on the items asking about student counts by race/ethnicity (principal survey item A3a to A3g):

- 1) **Imputing blanks to zero:** If any subitem (A3a to A3g) was blank but other subitems contained valid data, then the blank subitem was set to zero.
- 2) **Computing counts from percentages:** If the respondent entered a percentage (rather than a count) for any student subgroup, then the count was computed by multiplying the percentage by the total student count in survey item A1.
- 3) **Ensuring that sum of students by race/ethnicity equals total student count:** If the sum of students by race/ethnicity (A3a to A3g) did not equal the total student count in A1, then we adjusted each subgroup count (A3a to A3g) up or down proportionately using the ratio of the sum of A3a to A3g to A1. Using this method, the counts of students by subgroup in A3 sums to the total student count in A1.

Finally, responses marked as “Other-Specify” were reviewed to determine which text responses could be coded into one of the provided response options. Fully complete surveys were differentiated from partially complete surveys by a disposition code.

### ***Final Dispositions and Response Rates***

The RSZ method included replacement districts and schools in case the originally sampled unit did not participate for some reason and had to be replaced to meet targets. Nine replacement districts were added to the 404 districts, resulting in 413 released districts. Twenty-two schools were associated with the nine replacement districts and were added to the school sample of 1,421, and an additional 10 replacement schools were added, resulting in 1,453 released schools.

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<sup>20</sup> On both the district and principal surveys, over half of the variables had no edits to their content. Among variables that had at least one record edited for content, the median number of edits was two. On the district survey, the most frequently edited variable was the A4 series, where A4a through A4g had between 2 percent and 7 percent of records edited. These edits typically reflected minor discrepancies between the sum of the A4 race/ethnicity counts and the total student count reported in A2; in such cases, the enrollments by race/ethnicity were increased or decreased proportionately so that the sum of the details in A4 equaled the total in A2. On the principal survey, the most frequently edited variable was A8, where A8a through A8e had between 8 percent and 9 percent of records edited. The edits for this item consisted of correcting respondent entry errors such as entering counts of teachers rather than percentages; in such cases, the data were edited to reflect the percentage of the total.

From the released districts and schools, we ultimately obtained responses that we deemed “complete” from 310 districts and 1,042 schools. The definition of a survey as complete versus incomplete will vary depending on the length and complexity of a survey. After careful consideration and evaluation of the survey content, the study team determined that if 65 percent or more of the survey items produced valid responses, this would constitute a sufficient amount of usable data to warrant inclusion in the analyses. The 65 percent threshold meant that a principal survey needed to provide usable data for 41 or more of the 63 items and a district survey needed to provide usable data for 30 or more of the 46 items. Among those surveys that were deemed “complete,” most fell well above the threshold; among the surveys deemed partial and incomplete, most fell far below the threshold. No data from the incomplete surveys were included in the data used for analysis.

A small percentage of the released districts and schools were later deemed ineligible for inclusion in the sampling frame. To be eligible for the surveys, a school had to have received Title I funding in either the 2015–16 or the 2016–17 academic year and a district had to have at least one such school. Districts that were closed or included only online schools were ineligible for the survey. Schools that had closed, merged with another school, or served only prekindergarten students were not eligible.

Exhibits A5 and A6 provide more detailed information on the final disposition for each released district and school.

#### **Exhibit A5. Final case disposition for district administrator survey sample**

<b>Final case disposition</b>	<b>Count</b>
Total districts released	413
Total eligible districts	407
Survey completed (65% or more of the items answered)	310
Survey partially completed (less than 65% of the items answered)	35
Survey not started	62
Total ineligible districts	6
District closed	4
District includes only virtual schools	1
Only sampled school within district determined to be outside the district’s jurisdiction	1

#### **Exhibit A6. Final case disposition for school principal survey sample**

<b>Final case disposition</b>	<b>Count</b>
Total schools released	1,453
Total eligible schools	1,381
Completed survey (65% or more of the items answered)	1,042
Partially completed survey (less than 65% of the items answered)	73
Survey not started	266
Total ineligible schools	72
Non-Title I school	44
School closed	16
School merged	4
School outside sampled district’s jurisdiction	2
School serves prekindergarten only	2

Response rates for the two surveys were similar: 76 percent for the district survey and 75 percent for the school survey. Response rates were calculated using response rate 1 from the American Association for Public Opinion Research: dividing the number of completes by the number of all eligible sample cases (310 out of 407 eligible districts and 1,042 out of 1,381 eligible schools).

By chance, the nationally representative sample of Title I schools included 14 schools that were also part of the case study sample. Although the principal survey was administered to all case study schools (to support the case study analyses), the above response rates, as well as the survey results presented in this report, are based just on the responses of the randomly sampled schools.

### ***Weighting, Nonresponse, and Adjustments***

*Base Weights.* Weights were created for analysis so that a weighted response sample was unbiased. The district and school weights reflected the sample design by taking into account the stratification and included adjustments for differential response rates among different subgroups. Within each group in each zone in each stratum, the district selection probabilities were calculated as follows:

$$DISTPROB_{ij} = \frac{n_i \times MOS_{ij}}{\sum_{j \in i} MOS_{ij}}$$

where  $n_i$  (i.e., a sample size of 1) is the assigned sample size for group  $i$ , and  $MOS_{ij}$  is the measure of size (as defined earlier) of district  $j$  in group  $i$ . The district base weight is the reciprocal of the district selection probabilities:

$$DISTBW_{ij} = 1/DISTPROB_{ij}$$

Within each district in the sample, the school selection probabilities were calculated as follows:

$$SCHPROB_{ijk} = \frac{n_{ijk}}{N_{ijk}}$$

where  $n_{ijk}$  is the sample size (up to four as discussed earlier) for school level  $k$  in district  $j$  in group  $i$  and  $N_{ijk}$  is the number of schools in school level  $k$  in district  $j$  in group  $i$ . The school base weight is the district base weight times the reciprocal of the school selection probability:

$$SCHBW_{ijk} = DISTBW_{ij} * \frac{1}{SCHPROB_{ijk}}$$

### ***Nonresponse Bias Analysis, Nonresponse, and Raking Adjustments***

Nonresponse occurred in both the district survey and the school survey. The two types of potential nonresponses are unit nonresponse and item nonresponse. Unit nonresponse refers to the fact that not all sampled units responded to the survey, whereas item nonresponse occurs when units that responded to the survey did not provide responses to some items. Only unit response is evaluated here; no adjustments were made to account for item nonresponse. Hereafter, the term *nonresponse* represents unit nonresponse.

Nonresponse can be dangerous to the accuracy of survey estimates if any difference in the outcome variable exists between respondents and nonrespondents. This can cause a systematic deviation of a survey estimate from the population value. This systematic deviation is called nonresponse bias, which can be measured as follows:

$$B(\bar{y}_r) = (n_{nr}/n)(\bar{y}_r - \bar{y}_{nr})$$

where  $B$  is the nonresponse bias,  $\bar{y}_r$  is the mean estimate for the respondents,  $\bar{y}_{nr}$  is the mean estimate for the nonrespondents,  $n_{nr}$  is the number of nonrespondents, and  $n$  is the total number of sampled units. In other words, nonresponse bias may occur if the outcome variables correlate with response propensity (i.e., the likelihood of response) because the formula suggests that nonresponse bias is a function of nonresponse rate and the difference between respondents and nonrespondents.

However, because information on the outcome variables was not available for nonrespondents, other information on the sampling frame (specifically, the sample design variables) was used to assess the nonresponse bias. The sample design variables (see details in the Sampling section) included variables on the sampling frame that were considered informative about the uniqueness of the units, and none of them showed a big difference (all were not greater than 4 percentage points) in distributions between the released sample and the response sample except districts with an enrollment less than 1,000, which have an 8 percentage point difference. The nonresponse adjusting factors were created through raking adjustments. Because there is virtually no harm in including all variables in the weighting adjustments, all design variables were included in raking adjustments. Raking was used instead of nonresponse cell weighting because raking can include more variables in the weighting process, whereas nonresponse cells can quickly become too small as more variables are added.

The raking adjustment procedure uses an iterative algorithm to revise the nonresponse adjusting factors, such that the sum of the nonresponse adjusting factors matched the totals for the original sample. Raking was performed using the Stata package `ipfraking` (Kolenikov 2014).

The district nonresponse adjusted weights ( $DISTNW_{ij}$ ) were calculated as the district base weight ( $DISTBW_{ij}$ ) times the district nonresponse adjusting factor ( $DNRAF_{ij}$ ):

$$DISTNW_{ij} = DISTBW_{ij} \times DNRAF_{ij}$$

Similarly, the school nonresponse adjusted weights ( $SCHNW_{ij}$ ) were calculated as the school base weight ( $SCHBW_{ij}$ ) times the school nonresponse adjusting factor ( $SNRAF_{ij}$ ):

$$SCHNW_{ij} = SCHBW_{ij} \times SNRAF_{ij}$$

Exhibit A7 shows the distribution of districts in the released sample and the responding sample by Title I school type (SWP vs. TAP), urbanicity, school level, enrollment size, the percentage of students eligible for free or reduced-price lunch, and the percentage of non-Hispanic white students. The differences, although in general not large, between the released sample proportions and the responding sample proportions were eliminated by the nonresponse adjustments.

#### **Exhibit A7. Characteristics of released sample and response sample for school district survey**

<b>District characteristics</b>	<b>Percentage (released sample)</b>	<b>Percentage (response sample)</b>	<b>Adjusted percentage (response sample)</b>
<b>Title I program type</b>			
SWP schools only	33	33	33
TAP schools only	52	51	52
Both SWP and TAP schools	15	17	15
<b>At least one school in:</b>			
Primary	90	93	90
Middle	45	49	45
High	32	33	32
Other	16	15	16
<b>Urbanicity</b>			
Urban	19	17	19
Suburban	29	30	29
Town	13	14	13
Rural	39	39	39
<b>Total student enrollment</b>			
25,000 or more	12	13	12
5,000 to 24,999	14	16	14
1,000 to 4,999	31	34	31
Less than 1,000	43	37	43
<b>Percentage of students eligible for free or reduced-price lunch</b>			
75% or more	26	22	26
35% to less than 75%	38	40	38
Less than 35%	37	38	37
<b>Percentage of non-Hispanic white students</b>			
Less than 50%	35	33	35
50% or more	65	67	65

Notes: A total of 413 districts were released, and 310 of them responded. Detail may not sum to total because of rounding or being not mutually exclusive (e.g., the second district characteristic).

Source: U.S. Department of Education, National Center for Education Statistics, Common Core of Data (CCD), Public Elementary/Secondary School Universe Survey, 2013–14.



Exhibit A8 shows the distribution of schools in the released sample and response sample by Title I school type (SWP vs. TAP), urbanicity, school level, enrollment size, the percentage of students eligible for free or reduced-price lunch, and percentage of non-Hispanic white students. Similarly, the differences, also in general not large, between the released school sample proportions and the responding school sample proportions were eliminated by the nonresponse adjustments.

**Exhibit A8. Characteristics of released sample and response sample for principal survey**

School characteristics	Percentage (released sample)	Percentage (response sample)	Adjusted percentage (response sample)
<b>Title I program type</b>			
SWP	60	60	60
TAP	40	40	40
<b>School level</b>			
Primary	71	73	71
Middle	15	15	15
High	10	9	10
Other	4	3	4
<b>Urbanicity</b>			
Urban	29	26	29
Suburban	36	37	36
Town	10	11	10
Rural	25	26	25
<b>Total student enrollment</b>			
1,000 or more	7	6	7
500 to 999	37	39	37
300 to 499	29	29	29
Less than 300	27	26	27
<b>Percentage of students eligible for free or reduced-price lunch</b>			
75% or more	40	38	40
35% to 74%	41	42	41
Less than 35%	20	20	20
<b>Percentage of non-Hispanic white students</b>			
Less than 50%	54	51	54
50% or more	46	49	46

Notes: A total of 1,453 schools were released, and 1,042 of them responded. Detail may not sum to total because of rounding or being not mutually exclusive (e.g., the second district characteristic).

Source: U.S. Department of Education, National Center for Education Statistics, Common Core of Data (CCD), Public Elementary/Secondary School Universe Survey, 2013–14.

As discussed in the Sampling Design section, because newer data about the student population were available at the time of weighting, the nonresponse adjusted district and school weights were calibrated to the totals from the list constructed using the 2014–15 CCD and the ED*Facts* 2014–15 data. This calibration also was conducted through the raking adjustment procedure discussed earlier but used the population totals from the new data as the control totals. Exhibit A9 shows the distribution of districts and schools in the recent population and the response sample adjusted through raking by various district and school characteristics. As expected, the distributions are exactly the same or within 1 percentage point.

**Exhibit A9. National survey sampling frame and response sample: District level and school level**

<b>District characteristics</b>	<b>Percentage (weighted sample)</b>	<b>Percentage (recent population data)</b>	<b>School characteristics</b>	<b>Percentage (weighted sample)</b>	<b>Percentage (recent population data)</b>
<b>Title I program type</b>			<b>Title I program type</b>		
SWP schools only	56	56	SWP	78	78
TAP schools only	37	37	TAP	22	22
Both SWP and TAP schools	7	7			
<b>At least one school in:</b>			<b>School level</b>		
Primary	15	15	Primary	71	71
Middle	22	22	Middle	15	15
High	17	17	High	10	10
Other	46	46	Other	4	4
<b>Urbanicity<sup>1</sup></b>			<b>Urbanicity</b>		
Urban	15	15	Urban	30	30
Suburban	22	22	Suburban	27	27
Town	17	17	Town	14	14
Rural	46	46	Rural	29	29
<b>Total student enrollment</b>			<b>Total student enrollment</b>		
25,000 or more	2	2	1,000 or more	6	6
5,000 to 24,999	11	11	500 to 999	35	35
1,000 to 4,999	35	35	300 to 499	33	33
Less than 1,000	52	52	Less than 300	26	26
<b>Percentage of students eligible for free or reduced-price lunch<sup>a</sup></b>			<b>Percentage of students eligible for free or reduced-price lunch<sup>a</sup></b>		
75% or more	17	17	75% or more	39	39
35% to 74%	56	56	35% to 74%	48	48
Less than 35%	26	26	Less than 35%	13	13
<b>Percentage of non-Hispanic white students</b>			<b>Percentage of non- Hispanic white students</b>		
Less than 50%	35	35	Less than 50%	53	54
50% or more	65	65	50% or more	47	46

<sup>a</sup>This is the only variable taken from the 2014–15 CCD Local Education Agency Universe File; all other variables are from the 2014–15 CCD Public Elementary/Secondary School Universe File.

Notes: The district and school weights were calibrated to the totals from the list constructed using the 2014–15 CCD because the data contained information that was closer to the data collection window and the data were available only at the time of weighting. Detail may not sum to total because of rounding or being not mutually exclusive (e.g., the second district characteristic).

Source: U.S. Department of Education, National Center for Education Statistics, Common Core of Data (CCD), Public Elementary/Secondary School Universe Survey, 2014–15 ( $n = 310$  districts and 1,042 schools).

## **Case Studies**

### ***Sample Frame and Selection***

The primary sampling frame for the case study school sites included Title I SWP and TAP schools. The study team selected a purposive sample of 35 schools nested within five states (California, Georgia, Michigan, New York, and Virginia) using a two-step sampling approach.

First, the five states were selected from among those states that have a sufficiently large pool of SWP and TAP schools that met the school-level criteria and were clustered within districts with schools of the same school level and opposite Title I program type. We also sought to balance the state sample across geographic regions.

More specifically, states were required to have (1) at least 28 SWP and 12 TAP schools that met the school-level criteria and (2) at least 15 SWP and 15 TAP schools that met the school-level criteria and were clustered within districts that had schools of the same school level and opposite Title I program (e.g., SWP elementary schools with TAP elementary schools). There were three school-level criteria. To be considered for the case study sample, a school had to: (1) be identified as an elementary, middle, or high school; (2) have at least 40 percent of its students eligible for free or reduced-price lunch; and (3) have data available on urbanicity and accountability status.

Next, we used an iterative process aimed at balancing school level, urbanicity, school accountability status, school size, and student demographics, while limiting (for cost reasons) the total number of districts represented in the sample, to select the final sample of case study schools from the five states. Although the case study sample is not designed to be nationally representative of all Title I schools, these schools were selected to vary on observable state, district, and school characteristics.

### ***Data Collection***

At each school case study site, research staff conducted interviews with up to 10 respondents:

- District Title I coordinator
- District budget official (if different from the Title I coordinator)
- School principal
- School budget official (if different from the principal)
- Up to five school improvement team members, excluding the principal (conducted as a focus group)
- Title I teacher

Most of the interviews were done in person. When necessary, the study team also conducted follow-up telephone interviews to obtain missing information. The study team conducted a total of 154 interviews and focus groups. The protocols used for these interviews and focus groups can be found in Appendix C. In addition, as noted in the section above on survey methods, the same principal survey that was conducted in the nationally representative sample of Title I schools was also administered to all case study schools, for use in the case study analyses.

## **Data Analysis**

As previously noted, this study consists of three data sources — surveys of district and school administrators, extant data collection, and on-site interviews — all of which contributed to the case studies. Our approach to the case study analyses was purposefully integrated, leveraging all data sources to enhance our understanding of each school site as a whole and detect patterns across schools with different characteristics and contexts.

**Phase I: Preliminary data capture.** The first phase of analysis consisted of initial site-specific data aggregation. This phase was completed based on the data collected through the case study site visits alone. Site visitors completed the preliminary data capture using Microsoft OneNote, a flexible platform that enables site visitors to capture audio, enter interview notes, and later to code data. The purpose of the preliminary data capture was to systematically record the details of the site visit while they were still vivid. This platform facilitated future analyses, ensured that site visitors communicated key features of the site visit to other study team members, highlighted unanticipated issues, and noted gaps in data collection that would require follow-up. The preliminary data capture template asked site visitors to report case information pertaining to five topics: (1) Title I decision-making, (2) use of Title I funds, (3) challenges related to Title I, (4) coordination of funds, and (5) general awareness of Title I.

Site visitors were encouraged to complete all preliminary data capture activities while on-site but were required to finalize the preliminary data capture within two weeks of each site visit. After site visitors completed the preliminary data capture entry, members of the senior leadership team reviewed the entire entry. If reviewers identified inconsistencies or responses that seemed biased or incomplete, the reviewers required site visitors to revise them.

**Phase II: Coding.** Guided by our conceptual framework, we constructed a preliminary draft code list in spring 2017 based on: (1) key components of the conceptual framework, (2) regulatory requirements of Title I schools, and (3) topics that were mentioned by respondents and described in the preliminary data capture. Subsequent to determining the overall approach to coding and drafting the initial code list, we piloted the codes with a subset of qualitative data to determine whether the set of codes covered the topics reflected in the data, whether they were of an appropriate grain size, and whether the definitions in the codebook were clear. See Appendix E for the full list of codes and their definitions.

To ensure that our data were coded consistently and reliably, the coding stage involved a multistep process that included training, assessments of interrater agreement, frequent debriefing, and review of coded data by senior staff. To train staff for the coding process and to assess interrater agreement, two senior staff independently coded several pages of an interview transcript. These senior staff then discussed and reconciled the few discrepancies in their application of codes and used this coded transcript as a “key” against which other staff coding would be judged. The entire team was required to code the same interview, which then anchored the coding training.

Analysts then coded the transcripts for every interview and focus group. The unit of coding was a segment of text reflecting a given construct. In some cases, this consisted of one or two sentences, in other cases, one or two paragraphs. Analysts were trained to capture comparable segments of text for each coded passage, including enough adjacent text to enable a researcher to understand the data when a coded passage was retrieved from an interview or focus group. Prior to their use in the next stage of analysis, all coded data were reviewed by other analysts. Where inconsistencies were identified, the project director communicated with the analyst to make the required revisions.

**Phase III: Within-case analyses.** In Phase II, the study team integrated data from the interviews, focus groups, and surveys to produce school-level classification rubrics (e.g., high, medium, and low ratings on key constructs) and developed case narratives that integrated data in a way that provided a holistic understanding of exemplar school cases. A subset of cases that illustrate key aspects of variation among the sites can be found in Appendix D. The school-level classification rubrics were used to document and facilitate understanding of school-level processes in each site, particularly topics that were of primary interest and aligned with the study's key constructs. The topics selected were those that were conducive to generating school-level classifications. The study team identified the appropriate data sources and decision rules for assigning a school a specific rating. Overall, the school-level classifications enabled us to more accurately describe variation within the set of case study schools as a whole to identify exemplars or outliers within the set of schools and describe associations among contextual variables.

**Phase IV: Cross-case analyses.** Finally, through a cross-case analysis, the team assessed the prevalence of practices across sites, conducted cross-tabulations to detect associations among variables, and identified exemplars that communicate Title I practices to policymakers. These activities enabled the research team to explore and examine themes and patterns across sites with similar characteristics. Although the survey data provided nationally representative findings about key practices in Title I schools that could be disaggregated by key variables of interest (e.g., SWP vs. TAP schools), the case study data enabled us to examine associations among variables that could not be measured in the survey.

## Extant Data

Prior to the interviews with school and district officials, the study team sent a request for documents (RFD) to the Title I director or other appropriate official at each case study district and the principal of each sampled school. These RFDs requested two types of extant data for use in the case studies: (1) complete school budgets, together with any related budget narratives; and (2) descriptive documents related to Title I spending and planning at both the district and school levels, including Title I school improvement plans, spending plans for Title I, funding applications, minutes from budget planning meetings, other documents describing the Title I planning process, and any other related documents. Budgets and budget narratives were requested for each sampled school for the current and previous year (two years total) so that we could better understand patterns of spending over time and limit the risk of year-specific anomalies distorting the analysis findings. We also requested a chart of accounts from each school's district<sup>21</sup> to aid in coding budgets and student enrollment in each budget year to calculate expenditures per pupil.

To reduce the burden on district or school sites, the RFD clarified that schools could deliver the requested data and documents in whatever format was most convenient for the school; the RFD also included instructions for providing this information through upload to a secure website. Prior to sites gathering materials, the research team arranged for a short discussion with the appropriate staff member at each district and school to review the RFD and answer any questions.

Extant documents, such as school improvement plans, were coded using a similar process as was used for analysis of interview data. First, documents were uploaded into OneNote and stored in the same "notebook" file as interview data from the same case study site. Site visitors then coded these documents following the

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<sup>21</sup> Although chart of accounts documents often are available from state education agency websites, each district may have unique accounting coding conventions, so it is best to obtain such documents directly from districts.

same set of codes used for the interview data (see the mixed-method codebook in Appendix F). For example, a section in a school's Title I plan describing its goals for parent engagement would be coded with the same code as would an interview passage where the respondent describes the school's parent engagement activities. A list of the committee members who contributed to the Title I plan would be coded with the same code as an interview response regarding who was involved in the planning process.

To analyze the budget data collected, we systematically coded each Title I line item in school budgets based on accompanying budget narratives and each line item's indicated account codes, using each district's chart of accounts for reference. We then created a comprehensive database using Microsoft Excel, in which we merged budget files from all case study schools, for two years. In this database, each line represented a planned expenditure from a single school.

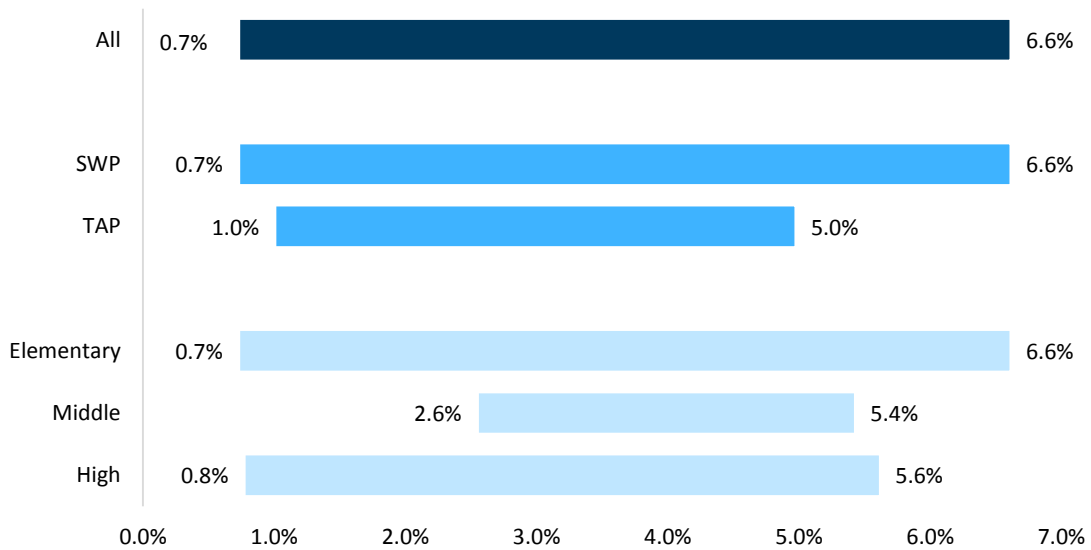
To examine which educational interventions and services were supported with Title I funds in the case study SWPs and TAPs, we developed a set of cross-cutting codes for the purposes of expenditure (e.g., teacher salaries, instructional materials, consultants providing training), based loosely on object codes associated with each budget line item and customized to reflect their purpose (e.g., substitutes for general coverage vs. substitutes to allow teachers to attend training). The list of codes was developed based on information from interviews, codes used for interview analyses, survey items, and strategies described in budget narratives. Each budget line item was coded according to this set of codes so that patterns of planned expenditures for SWPs and TAPs could be described.

## **Disclosure Review**

Responses to the surveys and case studies were used to summarize the findings in an aggregate manner (across groups or sites) or provide examples of program implementation in a manner that did not associate responses with a specific site or individual. No district, school, or staff member is named in the reporting of these data. In preparation for analysis, we also removed all identifiers from the survey data file. The study team might refer to the generic title of an individual (e.g., district administrator or principal) when reporting results, but neither the site name nor the individual name is used. All efforts were made to keep the description of the site general enough so that the reader would never be able to determine the identity of the site. In addition, responses to each item in the survey were reviewed for potential disclosure risk and suppressed as necessary.

## Appendix B. Additional Exhibits

**Exhibit B1. Ranges of Title I allocations as a percentage of total school budgets, in case study schools, 2016–17**



Note: The presented ranges are based on the 22 case study schools that provided both total school budgets and Title I budgets.

Source: Budget data provided by case study schools ( $n = 22$  schools).

**Exhibit B2. Distribution of full-time equivalent Title I staff by position type in schoolwide and targeted assistance programs, as reported by principals, 2015–16**

Staff type	Percentage of Title I staff in SWPs	Percentage of Title I staff in TAPs
Teachers***	41.1	66.6
Paraprofessionals**	29.4	20.3
Instructional coaches*	13.9	5.8
Parent and community liaison***	3.3	0.8
EL specialists	2.3	0.9
Technology support staff	1.1	0.3
Administrative staff	1.0	1.9
Curriculum coordinators	0.6	0.2
Assessment coordinators	0.2	0.1
Data analysts	0.2	0.1
Other*	7.0	3.0

Note: Schools not reporting using Title I funds for FTE staff are not included in this analysis. Asterisks indicate a statistically significant difference between SWP and TAP schools: \* $p < .05$ , \*\* $p < .01$ , \*\*\* $p < .001$ .

Source: Principal survey, item D.2 ( $n = 520$  SWP and 336 TAP schools).

**Exhibit B3. Common combinations of staff positions paid for with Title I in schoolwide and targeted assistance programs, by Title I allocation size, as reported by principals, 2015–16**

	Percentage of SWPs			Percentage of TAPs		
	Small	Medium	Large	Small	Medium	Large
Only teachers	31.7	18.8	9.7	58.2	59.9	44.2
Only paraprofessionals	2.7	0.8	0.7	5.1	2.7	3.3
One or more other staff type	21.8	14.7	3.9	5.9	5.2	0.0
Teachers and paraprofessionals	13.7	20.0	14.5	12.2	17.1	21.3
Teachers and one or more other staff type	4.2	7.7	17.5	4.3	9.3	5.4
Paraprofessionals and one or more other staff type	2.8	17.9	16.5	2.7	1.2	2.4
Teachers, paraprofessionals, and one or more other staff type	23.1	20.1	37.1	11.6	4.5	23.4
<i>n</i>	52	92	148	109	78	35

Note: Schools not reporting using Title I funds for FTE staff are not included in this analysis. Small allocations were defined as less than \$83,500, medium allocations as \$83,500–\$187,500, and large allocations as more than \$187,500. These ranges were constructed to have similar numbers of total schools within each allocation size category. Statistical significance tests were not conducted for this comparison of SWP and TAP schools conditional on allocation size.

Source: Principal survey, item D.2; District survey, item D.4 (*n* = 292 SWP and 222 TAP schools).

**Exhibit B4. Distribution of full-time equivalent Title I staff supporting different services in schoolwide and targeted assistance programs, as reported by principals, 2015–16**

Staff Type	Percentage of Title I staff in SWPs	Percentage of Title I staff in TAPs
English\language arts instruction	39	47
Math instruction	19	20
Extended time	9	7
Data support	9	7
Parent involvement	7	6
Other subject instruction**	6	2
EL support	4	6
Special education support	3	3
Technology support	3	2

Note: Schools not reporting using Title I funds for FTE staff supporting services are not included in this analysis. Asterisks indicate a statistically significant difference between SWP and TAP schools: \*\**p* < .01.

Source: Principal survey, item D.3 (*n* = 392 SWP and 221 TAP schools).



**Exhibit B5. Common combinations of services supported by Title I staff in schoolwide and targeted assistance programs, by Title I allocation size, as reported by principals, 2015–16**

	Percentage of SWPs			Percentage of TAPs		
	Small	Medium	Large	Small	Medium	Large
Reading only	6.2	9.9	9.0	22.9	31.4	23.2
Math only	3.8	0.0	0.2	3.1	0.0	0.0
One or more other service	6.0	5.8	5.3	4.9	6.3	18.8
Reading and math	15.6	13.8	8.3	33.9	12.9	11.6
Reading and one or more other service	28.4	19.7	20.4	16.7	22.1	4.1
Math and one or more other service	3.6	0.5	1.1	1.3	3.0	0.0
Reading, math, and one or more other service	36.5	50.3	55.6	17.2	24.2	42.3
<i>n</i>	39	75	121	72	56	21

Notes: Schools not reporting using Title I funds for FTE staff supporting services are not included in this analysis. Small Title I allocations were defined as less than \$83,500, medium allocations as \$83,500–\$187,500, and large allocations as more than \$187,500. These ranges were constructed to have similar numbers of total schools within each allocation size category. Statistical significance tests were not conducted for this comparison of SWP and TAP schools conditional on allocation size.

Source: Principal survey, item D.3; District survey, item D.4 (*n* = 235 SWP and 149 TAP schools).



## Appendix C. Data Collection Instruments

### District Survey, 2016–17 School Year

#### A. District Characteristics

**A.1. Since September 2011, how many different people have served as Superintendent (or acting Superintendent) in your district?**

*Please provide a number in the box below.*

*Number of Superintendents since September 2011*

**A.2. Around the first of October 2016, how many of the students enrolled in your district were:**

*Please provide a number for each row. If "0", select the box "None".*

	Number of Students	
a. Students in grades K-12 and ungraded levels	<input style="width: 80%; height: 20px;" type="text"/>	<input type="checkbox"/> None
b. Students in public preschool programs	<input style="width: 80%; height: 20px;" type="text"/>	<input type="checkbox"/> None
c. <b>TOTAL</b> number of students	<input style="width: 80%; height: 20px;" type="text"/>	

**A.3. Of all the students enrolled in grades K-12 in your district around the first of October 2016, how many were:**

*Please provide a number for each row. If "0", select the box "None". Students can be counted in more than one category.*

	Number of Students	
a. Eligible for free or reduced-price lunch?	<input style="width: 80%; height: 20px;" type="text"/>	<input type="checkbox"/> None <input type="checkbox"/> Check here if any schools are implementing the Community Eligibility Provision (CEP).
b. Students with individualized education plans (IEPs)?	<input style="width: 80%; height: 20px;" type="text"/>	<input type="checkbox"/> None
c. English language learners (ELLs)?	<input style="width: 80%; height: 20px;" type="text"/>	<input type="checkbox"/> None
d. Migrant students (students who move from school to school because they are children of migrant agricultural workers, including migratory dairy workers and migratory fishers)?	<input style="width: 80%; height: 20px;" type="text"/>	<input type="checkbox"/> None

**A.4. Of all the students enrolled in grades K-12 in your district around the first of October 2016, how many were:**

*Please provide a number in each row. If "0", select the box "None".*

*Please only include each student in one category below so none are double-counted.*

		Number of Students	
<b>1. Race/Ethnicity</b>			
a.	Hispanic or Latino, of any race?	<input type="text"/>	<input type="checkbox"/> None
b.	American Indian or Alaska Native, not Hispanic or Latino?	<input type="text"/>	<input type="checkbox"/> None
c.	Asian, not Hispanic or Latino?	<input type="text"/>	<input type="checkbox"/> None
d.	Black or African American, not Hispanic or Latino?	<input type="text"/>	<input type="checkbox"/> None
e.	Native Hawaiian or Other Pacific Islander, not Hispanic or Latino?	<input type="text"/>	<input type="checkbox"/> None
f.	White, not Hispanic or Latino?	<input type="text"/>	<input type="checkbox"/> None
g.	Two or More Races, not Hispanic or Latino?	<input type="text"/>	<input type="checkbox"/> None
h.	<b>TOTAL</b> number of students (sum of items A4a through A4g above)	<input type="text"/>	

**A.5. What is the total number of schools in each of the following categories in your district?**

*Please provide a number in each row. If "0", select the box "None".*

		Total Number of Schools	
a.	Title I Schoolwide Programs	<input type="text"/>	<input type="checkbox"/> None
b.	Title I Targeted Assistance Programs	<input type="text"/>	<input type="checkbox"/> None
c.	Non-Title I schools	<input type="text"/>	<input type="checkbox"/> None
d.	<b>TOTAL</b> of all schools in the district (sum of items A5a, A5b and A5c above)	<input type="text"/>	

## B. District Context and Interventions

### B.1. To what extent do each of the following represent a districtwide challenge?

*Please select one answer in each row.*

	Not a challenge	Minor challenge	Moderate challenge	Serious challenge
a. Frequent changes in state policy or reform priorities	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
b. Frequent changes in district policy or reform priorities	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
c. Changes in district leadership	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
d. High rate of teacher turnover	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
e. Shortage of qualified teachers	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
f. Shortage of substitute teachers	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
g. Inadequate school facilities	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
h. Inadequate technology infrastructure	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
i. State and federal programs that come and go frequently	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
j. Paperwork associated with state and federal programs	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
k. Resistance from teachers for new initiatives	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
l. School safety	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4

**B.2. In the current school year (2016-17), please indicate the extent to which your district is focusing on the following efforts to help improve student outcomes.**

*Please select one answer in each row.*

District is...	Not a focus	Minor focus	Moderate focus	Major focus
a. Using student achievement data to inform instruction and school improvement	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
b. Aligning curriculum and instruction with standards and/or assessments	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
c. Implementing new instructional approaches or curricula in <u>reading/language arts/English</u>	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
d. Implementing new instructional approaches or curricula in <u>mathematics</u>	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
e. Reducing class size	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
f. Providing additional supports to low-achieving students	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
g. Expanding the use of technology	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
h. Increasing instructional time for all students (e.g., by lengthening the school day or year, shortening recess)	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
i. Providing extended-time instructional programs (e.g., before-school, after-school or weekend instructional programs)	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
j. Implementing strategies for increasing parents' involvement in their children's education	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
k. Increasing the intensity, focus, and effectiveness of professional development	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
l. Coordinating with other public agencies to provide health and social services for students	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4

**B.3. In about what month were Title I budgets made for the current school year (2016-17).**

*Please enter month as a number (e.g., January = 01). If you have not been involved in this process, select “I don’t know.”*

	Enter Month
a. When did schools in your district usually begin working on their Title I plans for the current school year?	<input type="text"/> <input type="checkbox"/> I don't know
b. When did the central district office release information on the Title I-funded personnel and non-personnel they provided to schools?	<input type="text"/> <input type="checkbox"/> I don't know
c. When were school-controlled (discretionary) Title I budgets for the current school year made available to schools by the central district office?	<input type="text"/> <input type="checkbox"/> I don't know
d. When were final Title I plans for schools due?	<input type="text"/> <input type="checkbox"/> I don't know
e. When were final budget plans for schools due?	<input type="text"/> <input type="checkbox"/> I don't know

### C. Title I Decision-Making in Your District

The next set of questions asks about the use of financial resources in your district, specifically with regard to Title I programs.

**C.0. Does your district have only schoolwide programs, only targeted assistance programs, or both schoolwide and targeted assistance programs?**

*Please select one answer.*

- Only schoolwide programs → Go to Question **C1**
- Only targeted assistance programs → Go to Question **C4, located in the middle of page 8**
- Both schoolwide and targeted assistance programs → Go to Question **C2, below**

**C.1. Please read the following definitions about Coordination or Consolidation of funding. Then select one of the following statements most accurately reflects how Title I Schoolwide Programs in your district use Title I funds and funds from other sources?**

- **Coordination** of funding is when Title I funding is strategically used in conjunction with funding from other federal, state or local sources to best serve students, but records are maintained showing how the Title I dollars were spent on eligible students.
- **Consolidation** of funding is when Title I funds are pooled together with funding from other federal, state or local sources to best serve students, and dollars do not have to be tracked to eligible Title I students.

*Please select one answer*

- Most schoolwide programs coordinate funds from Title I with funds from other federal, state, and local sources. → Go to Question **C3** on page **8**
- Most schoolwide programs consolidate funds from Title I and other sources into a single pot of funds that is used to support activities under the schoolwide program. → Go to Question **C3** on page **8**

**C.2. Please read the following definitions about Coordination or Consolidation of funding. Then select one of the following statements most accurately reflects how Title I Schoolwide Programs in your district use Title I funds and funds from other sources?**

- **Coordination** of funding is when Title I funding is strategically used in conjunction with funding from other federal, state or local sources to best serve students, but records are maintained showing how the Title I dollars were spent on eligible students.
- **Consolidation** of funding is when Title I funds are pooled together with funding from other federal, state or local sources to best serve students, and dollars do not have to be tracked to eligible Title I students.

*Please select one answer*

- Most schoolwide programs coordinate funds from Title I with funds from other federal, state, and local sources.
- Most schoolwide programs consolidate funds from Title I and other sources into a single pot of funds that is used to support activities under the schoolwide program.
- Most schoolwide programs use Title I funds more flexibly than targeted assistance programs but do not consolidate funds from other programs.
- Most schoolwide programs use Title I funds in a similar manner as targeted assistance programs.



**C.3. Please indicate the extent to which any of the following are challenges to consolidating Title I funds with funds from other sources in Title I Schoolwide Programs in your district?**

*Please select one answer in each row.*

Type of Challenge	Not a challenge	Minor challenge	Moderate challenge	Major challenge
a. State accounting rules require separate accounting for federal program funds	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
b. District accounting rules require separate accounting for federal program funds	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
c. Concern about potential audit exceptions	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
d. Lack of information about how to consolidate funds	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
e. Reluctance associated with sharing resources and/or funding across programs	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
f. Need for more training and understanding of programmatic issues by district finance staff	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
g. Need for more training and understanding of finance issues by district program staff	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
h. Other ( <i>please specify below</i> ): <div style="border: 1px solid black; height: 30px; width: 100%; margin-top: 5px;"></div>	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4

**C.4. Please choose the response that best describes how your district made Title I allocations to schools for the 2016-17 school year:**

*Please select one answer*

- Placed schools in rank order by poverty within each grade span
- Served schools without regard to grade span
- Used feeder patterns to determine eligibility for secondary schools
- Applied 125% minimum per-child allocation rule
- Other (*please specify below*):

**C.5. Which of the following poverty measures are used by your district for Title I school allocations?**

*Please select one answer in each row.*

	Yes	No
a. Children eligible for free and reduced-price lunches	<input type="checkbox"/> 1	<input type="checkbox"/> 2
b. Children eligible for free lunches only	<input type="checkbox"/> 1	<input type="checkbox"/> 2
c. Children in families receiving assistance under the Supplemental Nutrition Assistance Program (SNAP)	<input type="checkbox"/> 1	<input type="checkbox"/> 2
d. Children in families receiving assistance under the state program funded under Title IV Part A of the Social Security Act - "Temporary Assistance to Needy Families" (TANF)	<input type="checkbox"/> 1	<input type="checkbox"/> 2
e. Children eligible to receive medical assistance under the Medicaid program	<input type="checkbox"/> 1	<input type="checkbox"/> 2
f. Other ( <i>please specify below</i> ): <div style="border: 1px solid black; height: 20px; width: 100%; margin-top: 5px;"></div>	<input type="checkbox"/> 1	<input type="checkbox"/> 2

**C.6. How much influence does the district or school (school committee, principal, and/or individual teachers) have on the following decisions or activities?**

*Please select one answer in each row.*

	Mostly a <u>district</u> decision	Mostly a <u>school</u> decision	Decision evenly shared between <u>district</u> and <u>school</u>
a. Hiring new teachers	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
b. Selecting textbooks	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
c. Selecting professional development activities for teachers	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
d. Developing a school improvement plan or action plan	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
e. Planning school budgets	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
f. Planning use of Title I funds	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3

**C.7. To what extent are each of the following groups of people involved in making decisions about how Title I funds are used in your district?**

*Please select one answer in each row.*

	No involvement	Limited involvement	Moderate involvement	Substantial involvement	Not applicable
a. District Title I administrators	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
b. District fiscal administrators (other than Title I)	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
c. District curriculum or instructional administrators	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
d. Superintendent	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
e. School board	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
f. Principals and other school administrators	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
g. Teachers	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5
h. Parents and other community members	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4	<input type="checkbox"/> 5

**D. Use of Title I Funds**

**D.1. Please use the table below to report how Title I funding was spent in the previous school year (2015-16) for your district.**

*Please enter the dollar amount to the nearest \$500. For example \$100,500.*

*If there are no dollars to report, please enter \$0.*

*Be sure not to double count the dollars entered in a, b, and c, below.*

	Amount in Dollars
a. Title I dollars spent by the district on resources for <u>public</u> schools and Title I dollars provided to individual <u>public</u> schools to use at their discretion	
b. Title I dollars used for services for <u>private school students</u>	
c. Title I dollars retained for spending on <u>central district office resources</u>	
d. <b>TOTAL</b> Title I dollars in previous school year (2015-16). Sum of D1a, D1b, and D1c	

Should Equal

**D.2. Please use the table below to report how district Title I spending on school-level resources and dollars provided to individual public schools were spent in the previous school year (2015-16).**

*Please enter the dollar amount to the nearest \$500. For example \$100,500.*

*If there are no dollars to report, please enter \$0.*

	Amount in Dollars
a. Title I dollars spent by the district on <u>personnel</u> used at schools	
b. Title I dollars spent by the district on <u>non-personnel</u> at schools	
c. Title I dollars provided to individual public schools to use at their <u>discretion</u>	
d. <b>TOTAL</b> Title I dollars spent by the district on schools Sum of D2a, D2b and D2c should equal amount in row a. of question D.1 above	

**D.3. Please use the table below to provide additional detail on the Title I dollars retained for spending at the central district office in the previous school year (2015-16). For your reference, the total dollars retained for spending at the central district office has been filled from row c in question D.1 on the previous page.**

*Please enter the dollar amount to the nearest \$500. For example \$100,500. If there are no dollars to report, please enter \$0.*


		Amount in Dollars
<b>TOTAL DOLLARS RETAINED FOR SPENDING AT THE CENTRAL DISTRICT OFFICE</b> Enter <b>total</b> from <b>Question D.1.c</b> on <b>page 11</b> here		
<b>PERSONNEL</b>		
<b>TOTAL DOLLARS – PERSONNEL SPENDING</b> Enter <b>total</b> from <b>Questions D.3.a</b> through <b>D.3.k</b> from below here		
Administration		
Instruction and Instructional Support Coordination	a. Curriculum Development	
	b. Student Assessment	
	c. Extracurricular Activities	
	d. English Learner Program	
	e. Special Education Program	
Pupil Support Coordination	f. Student Health Services	
	g. Psychology and Therapy Services	
	h. Guidance and Counseling Services	
	i. Social Work Services	
Professional Development Services and Coordination	j. Professional Development	
Other (please specify below)	k. Other	
<input type="text"/>		
<b>NON-PERSONNEL</b>		
<b>TOTAL DOLLARS – NON-PERSONNEL SPENDING</b> Enter <b>total</b> from <b>Questions D.3.l</b> through <b>D.3.o</b> below here		
l. Professional Development		
m. Supplies and Materials		
n. Technology Hardware and Software		
o. Other (please specify below)		
<input type="text"/>		

For the next three questions, please refer to the list of school(s) provided in the letter that accompanied this survey.

**D.4. We would like more information about how Title I funding allocated to individual public Title I schools in your district was spent in the previous school year (2015-16). If more than five schools in your district were sampled for this study, we have taken a random sample and provided the sampled school names in the letter that accompanied this survey. For each school listed, please provide the respective Title I spending in dollars.**


*Please enter the dollar amount to the nearest \$500. For example \$10,500. If there are no dollars to report, please enter \$0.*

*Enter the names of the schools that are listed on the second page of letter you received. If you are unable to locate this information, please contact the AIR Help Desk by email at [swp-tapstudy@air.org](mailto:swp-tapstudy@air.org) or by phone at 1-866-261-2295 and choose Option 7.*

	Schools				
	Column 1 Name of School 1	Column 2 Name of School 2	Column 3 Name of School 3	Column 4 Name of School 4	Column 5 Name of School 5
Enter the school names found in letter here 					
a. <b>TOTAL</b> Title I allocation for this school (sum of D4b, D4c, and D4d below)	\$	\$	\$	\$	\$
b. Title I funding <u>spent by the district on personnel</u> in this school	\$	\$	\$	\$	\$
c. Title I funding <u>spent by the district on non-personnel</u> in this school	\$	\$	\$	\$	\$
d. Title I funding <u>provided directly to this school</u> for discretionary purchases of <u>personnel</u> and <u>non-personnel</u> resources	\$	\$	\$	\$	\$



**D.5. For each school listed below, what was the total number of Title I-funded Full-time Equivalent Staff (FTEs) in the following personnel categories for the previous school year (2015-16)?**

*Please enter the FTE amount to the nearest 0.1. For example 0.5 FTE. If there are no FTEs to report, please enter 0.*

Personnel	Number of FTEs STAFF in each School Listed				
	Column 1 Name of School 1	Column 2 Name of School 2	Column 3 Name of School 3	Column 4 Name of School 4	Column 5 Name of School 5
Enter the school names found in letter here 					
<b>Administration</b>					
a. School Administrators					
<b>Instruction and Instructional Support</b>					
b. Classroom Teachers					
c. Paraprofessionals					
d. Substitute Teachers					
e. Extracurricular Activity Coordinators					
f. Library and Media Specialists					
g. English Learner Specialists					
h. Special Education Specialists					
<b>Pupil Support</b>					
i. Parent and Community Liaisons					
j. Nurses and Health Workers					
k. Psychologists and Therapists					
l. Guidance Counselors					
m. Social Workers					
n. Other					

**D.6. In the previous school year (2015-16), what was the total amount of Title I dollars spent on the following non-personnel expenditure categories by the district at each school listed below? For your reference, the total non-personnel dollars for each school has been filled from row c in question D.4 on page 13.**

*Please enter the dollar amount to the nearest \$500. For example \$10,500. If there are no dollars to report, please enter \$0.*

Non-Personnel	SCHOOLS				
	Column 1 Name of School 1	Column 2 Name of School 2	Column 3 Name of School 3	Column 4 Name of School 4	Column 5 Name of School 5
Enter the school names found in letter here 					
<b>TOTAL FROM D4c</b> Now, enter the <b>total</b> from <b>D4c</b> , page 13, Columns 1-5 in corresponding Columns 1-5 here 					
<b>TOTAL FOR D6</b> For each Column, sum rows D6a through D6f and enter total here. This total should match the amount you entered in the row above for D4c					
a. Professional Development	\$	\$	\$	\$	\$
b. Textbooks	\$	\$	\$	\$	\$
c. Supplies and Materials	\$	\$	\$	\$	\$
d. Technology Hardware and Software	\$	\$	\$	\$	\$
e. Other Contracted Services (not included in other categories)	\$	\$	\$	\$	\$
f. Resources for Parent Engagement	\$	\$	\$	\$	\$



**E. Your Professional Development and Background**

**E.1. Including the current school year (2016-17), how long have you worked as a district-level Title I administrator, district-level administrator, and/or school-level administrator?**

	YEARS	MONTHS
a. Total amount of time as a district-level Title I administrator	_ _	_ _
b. Total amount of time as a district-level administrator	_ _	_ _
c. Total amount of time as a school-level administrator	_ _	_ _

**E.2. In your role as a district Title I administrator, have you participated in any training regarding Title I policies and regulations?**

*Please select one answer.*

Yes, I participated in training on issues related to Title I

If yes, in what year did you participate in the training?

*Year participated*

No, I did not participate in any training related to Title I

**E.3. During the previous school year (2015-16) or the current school year (2016-17, including the summer of 2016):**

**In Column A, did your district need technical assistance from an outside source (e.g., the state Department of Education) to do any of the following?**

**In Column B, regardless of need, did you receive technical assistance in these areas?**

**In Column C, if technical assistance was received, was the assistance sufficient to meet your needs?**

*In each row, indicate whether the specified type of assistance was needed, received, and if received, if it was sufficient to meet your needs.*

District received technical assistance intended to...	Column A Needed?		Column B Received?		Column C Sufficient?	
	No	Yes	No	Yes If yes, then go to Column C	No	Yes
a. Support Title I schools conducting needs assessments or setting goals	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 1	<input type="checkbox"/> 2→	<input type="checkbox"/> 1	<input type="checkbox"/> 2
b. Provide assistance to Title I schools to develop strategic plans and corresponding budgets	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 1	<input type="checkbox"/> 2→	<input type="checkbox"/> 1	<input type="checkbox"/> 2
c. Monitor progress of Title I schools towards meeting their goals	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 1	<input type="checkbox"/> 2→	<input type="checkbox"/> 1	<input type="checkbox"/> 2
d. Improve understanding of how Title I and other revenues could be used more flexibly through coordination or commingling of funding sources	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 1	<input type="checkbox"/> 2→	<input type="checkbox"/> 1	<input type="checkbox"/> 2
e. Analyze and revise the district's budget to use resources more effectively	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 1	<input type="checkbox"/> 2→	<input type="checkbox"/> 1	<input type="checkbox"/> 2

## F. Request for District Title I Allocation Data

**As part of this study on Title I schoolwide and targeted assistance programs, we are requesting information about your district's within-district allocation of Title I funds for each school in the 2016-17 school year.**

Please provide a list of **all schools in the district** (including non-Title I schools) that includes the following seven data items for each school:

1. **School name**
2. **National Center for Educational Statistics (NCES) and/or state identification code**
3. **Grade span**
4. **Type of Title I program** (targeted assistance, schoolwide program, or non-Title I school)
5. **Amount of Title I funds allocated to the school**
6. **Number of low-income students** (used for determining Title I school eligibility and allocations)
7. **Total number of students** (used for determining school poverty rate for Title I allocation purposes)

**Data Format:** Please provide the **data** in a **machine-readable electronic format** (e.g., Excel spreadsheet or other type of spreadsheet, or ASCII (text) format, etc.).

**How to Submit the Data:** You may submit the data file one of two ways. Please select the option that is most convenient.

- Use **AIR's secure FTP website** located here: site located here: **<https://www.TitleOneSWP-TAPStudy.org>**.
- I will **MAIL** a disk containing the file(s) to the following physical address:

Katelyn Lee  
American Institutes for Research  
1000 Thomas Jefferson Street, NW  
Washington, D.C. 20007

**G. Share your thoughts about Title I**

**G.1. Is there is anything else you would like to tell us about the use of Title I funds in your district? Please enter your comments below.**

**Thank you for completing the survey. We very much appreciate your time!**

## Principal Survey, 2016–17 School Year

### A. School Characteristics

- A.1** Around the first of October 2016, what was the total number of students enrolled in grades K-12 in your school? Please provide a number in the box below.

Number of students

- A.2** Of all the students enrolled in grades K-12 in your school around the first of October 2016, how many were...: Please provide a number for each row. If "0", mark (X) "None". Students can be counted in more than one category.

	Number of Students	
a. Eligible for free or reduced-price lunch?	<input type="text"/>	<input type="checkbox"/> None
b. Students with individualized education plans (IEPs)?	<input type="text"/>	<input type="checkbox"/> None
c. English language learners (ELLs)?	<input type="text"/>	<input type="checkbox"/> None
d. Migrant students (students who move from school to school because they are children of migrant agricultural workers, including migratory dairy workers and migratory fishers)?	<input type="text"/>	<input type="checkbox"/> None

- A.3** Of all the students enrolled in grades K-12 in your school around the first of October 2016, how many were...:

Please provide a number in each row. If "0", mark (X) "None".

Please only include each student in one category below so none are double-counted.

	Number of Students	
<b>Race/Ethnicity</b>		
a. Hispanic or Latino, of any race?	<input type="text"/>	<input type="checkbox"/> None
b. American Indian or Alaska Native, not Hispanic or Latino?	<input type="text"/>	<input type="checkbox"/> None
c. Asian, not Hispanic or Latino?	<input type="text"/>	<input type="checkbox"/> None
d. Black or African American, not Hispanic or Latino?	<input type="text"/>	<input type="checkbox"/> None
e. Native Hawaiian or Other Pacific Islander, not Hispanic or Latino?	<input type="text"/>	<input type="checkbox"/> None
f. White, not Hispanic or Latino?	<input type="text"/>	<input type="checkbox"/> None
g. Two or More Races, not Hispanic or Latino?	<input type="text"/>	<input type="checkbox"/> None
h. <b>TOTAL</b> number of students	<input type="text"/>	

**A.4 In the previous school year (2015-16), what was your school’s attendance rate for:**

*Enter a percent.*

	Attendance Rate (Percent)
a. Students	<input type="text"/> %
b. Teachers	<input type="text"/> %

**A.5 Has your school been identified with a federal or state accountability designation for the current school year (2016-17)? Please mark (X) Yes or No in each row.**

	Yes	No
<b>Federal Accountability Designations</b>		
a. Priority school	<input type="checkbox"/> 1	<input type="checkbox"/> 0
b. Focus school	<input type="checkbox"/> 1	<input type="checkbox"/> 0
c. Reward school	<input type="checkbox"/> 1	<input type="checkbox"/> 0
<b>State Accountability Designations</b>		
a. High-performing - received a reward or designation for high level of performance or improvement	<input type="checkbox"/> 1	<input type="checkbox"/> 0
b. Expected performance - achieved expected performance, no special designation	<input type="checkbox"/> 1	<input type="checkbox"/> 0
c. Low-performing - identified as a result of low performance or decline in performance	<input type="checkbox"/> 1	<input type="checkbox"/> 0

**A.6 How many full-time equivalent (FTE) teachers taught in your school during the previous school year (2015-16)?**

*Please enter the FTE amount to the nearest 0.1. For example ½ FTE as 0.5.*

Number of FTE teachers

**A.7 How many full-time equivalent teachers (FTEs) were newly hired into your school this school year (2016-17)?**

*Please enter the FTE amount to the nearest 0.1. For example ½ FTE as 0.5.*

Number of FTE teachers

**A.8 Please estimate the percentage of teachers currently in your school with the following years of teaching experience.**

*Enter a percent below.*

	Percentage of teachers in the school
a. No teaching experience (first year teachers)	<input type="text"/> %
b. 1-5 years of teaching experience	<input type="text"/> %
c. 6-10 years of teaching experience	<input type="text"/> %
d. 11-20 years of teaching experience	<input type="text"/> %
e. 21 or more years of teaching experience	<input type="text"/> %
TOTAL	100%

**B. School Context and Interventions**

**B.1 In the current school year (2016-17), please indicate the extent to which your school is focusing on the following strategies in its improvement efforts.**

*Please mark (X) one answer in each row.*

School is...	Not a focus	Minor focus	Moderate focus	Major focus
a. Using student achievement data to inform instruction and school improvement	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
b. Aligning curriculum and instruction with standards and/or assessments	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
c. Implementing new instructional approaches or curricula in <u>reading/language arts/English</u>	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
d. Implementing new instructional approaches or curricula in <u>mathematics</u>	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
e. Providing additional instruction to low-achieving students	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
f. Restructuring the school day to teach core content areas in greater depth (e.g., establishing a literacy block)	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
g. Increasing instructional time for all students (e.g., by lengthening the school day or year, shortening recess)	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
h. Providing extended-time instructional programs (e.g., before-school, after-school, or weekend instructional programs)	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
i. Implementing strategies for increasing parents' involvement in their children's education	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
j. Increasing the intensity, focus, and effectiveness of professional development	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4

**B.2 Thinking about the current school year (2016-17), what do you consider to be the most promising strategies your school is implementing to support improved student outcomes?**

Strategies
a. _____
b. _____
c. _____



**B.3 Please indicate if you strongly disagree, disagree, agree, or strongly agree with each of the following statements about your school environment.**

*Please mark (X) one answer for each row.*

	Strongly Disagree	Disagree	Agree	Strongly Agree
a. Once we start a new program, we follow up to make sure that it's working.	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
b. I worry that we are adopting too many different programs and practices in this school.	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
c. This school generally chooses only those school improvement opportunities that fit with our improvement goals and strategies.	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4

**B.4 To what extent is each of the following issues currently a challenge for your school?**

*Please mark (X) one answer in each row.*

Type of Challenge	Not a challenge	Minor challenge	Moderate challenge	Major challenge
a. Large class size and/or case load	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
b. Lack of safety in or around the school	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
c. Inadequate or substandard facilities	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
d. Inadequate supports for the lowest-achieving students	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
e. Too few textbooks and other instructional materials	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
f. Textbooks and instructional materials that are not aligned with state standards	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
g. Poor student discipline	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
h. Insufficient parent involvement	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
i. Low and/or erratic student attendance	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
j. Insufficient access to technology	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
k. Frequent changes in district policy and reform priorities	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
l. Changes in district leadership	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
m. High rate of teacher turnover	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
n. Shortages of qualified teachers	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
o. Other (please specify): <input type="text"/>	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4

**B.5 To what extent have you used student assessment results to...:**

*Please mark (X) one answer in each row.*

	Did not use in this way	Used minimally	Used moderately	Used extensively
a. Identify and correct gaps in the curriculum for all students?	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
b. Recommend tutoring or other educational services for students?	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
c. Plan professional development activities for teachers?	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
d. Develop or revise our school improvement plan or strategic plan?	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
e. Allocate financial resources?	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4

**B.6 Please indicate if you strongly disagree, disagree, agree, or strongly agree with each of the following statements.**

*Please mark (X) one answer in each row.*

	Strongly Disagree	Disagree	Agree	Strongly Agree
a. When district officials make a commitment to our school, they always follow through.	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
b. Administrators in my district have expertise and skills that are relevant for our school.	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
c. District officials send mixed messages about district policies.	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
d. District officials express genuine concern about the challenges our school faces.	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
e. I have sufficient support from the district for trying new things in my school.	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4

## C. Decision-Making in Your School

### C.1 Please indicate if you strongly disagree, disagree, agree, or strongly agree with each of the following statements.

Please mark (X) one answer in each row.

	Strongly Disagree	Disagree	Agree	Strongly Agree
a. I understand how resources (personnel and non-personnel) and funding are allocated to my school.	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
b. I have input regarding how <u>the dollars in my school budget</u> are spent.	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
c. I have sufficient autonomy to implement an instructional program that meets the needs of the students in my school.	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
d. I have the resources (personnel and non-personnel) I need to try new things in my school.	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4

### C.2 In this section we would like to gauge your level of familiarity with the following aspects of Title I. For each of the following statements, please indicate your overall knowledge about Title I funding.

Please mark (X) one answer in each row.

	I'm really not sure	I have a general idea, but I am not clear on the details	I have a good understanding of this, and I can explain it to others
a. How Title I funding levels are determined across schools within my district	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
b. Title I regulations and how they apply to my school	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
c. The overall purpose of providing Title I funds to schools	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3

### C2a. Please select the statement that indicates the school year(s) in which your school received Title I funds.

Please mark (X) only one answer.

- We received Title I funds in 2015-16 but **not** in 2016-17     **Go to D1**
- We received Title I funds in both 2015-16 **and** 2016-17     **Go to C3**
- We received Title I funds in only 2016-17     **Go to C3**

### C.3 Which statement would best characterize your school's use of Title I funds over the past three school years?

Please mark (X) only one answer.

- We have not changed how we use our Title I funding over the past three years.
- We have made minor adjustments on how we use our Title I funding over the past three years.
- We have significantly revised how we use our Title I funding over the last three years.
- Not applicable – we have received Title I funds for less than three years.

**C.4 How frequently do you make revisions to your Title I spending during a given school year?**

*Please mark (X) only one answer.*

- We revisit our Title I budget more than two times during the school year and may make changes to our Title I spending.
- We revisit our Title I budget once or twice during the school year and may make changes to our Title I spending.
- We make ad hoc, as-needed adjustments to our Title I spending during the school year.
- I am not involved in decisions regarding the use of Title I funds.
- We do not make any changes to our Title I spending during the school year.

**C.5 Which statement would best characterize your school’s involvement in making decisions about the use of Title I funds?**

*Please mark (X) only one answer.*

- District staff make all decisions on how to use Title I funds.
- District staff make almost all decisions on how to use Title I funds, but we have some Title I funds we can spend as we choose.
- Our school provides input to district staff who then decide how to use Title I funds on our behalf.
- Our school works closely with district staff to decide how to use Title I funds.
- Our school largely decides how to use Title I funds with minimal input from district staff.

**C.6 How much influence do the district or school have on the following decisions or activities?**

*Please mark (X) one answer in each row.*

	Mostly a <u>district</u> decision	Mostly a <u>school</u> decision	Decision evenly shared between <u>district and school</u>
a. Hiring new teachers	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
b. Selecting curricula	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
c. Selecting professional development activities for teachers	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
d. Developing a school improvement plan or strategic plan	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
e. Planning your school’s budget	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3
f. Planning your school’s use of Title I funds	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3

**C.7 Now we would like to know in what month decisions about Title I budget plans were made for the current school year (2016-17).**

Please enter month as a number (e.g., January = 01). If you have not been involved in this process, mark (X) "I don't know".

		Select Month
a.	When does your school usually begin work on the Title I plan for the next school year?	<input type="text"/> <input type="checkbox"/> I don't know, I haven't been involved in this process.
b.	When do you find out about all of the Title I resources (funds and personnel) provided to your school?	<input type="text"/> <input type="checkbox"/> I don't know, I haven't been involved in this process.
c.	When do you find out about the amount of Title I funds that you can control (discretionary) at the school level?	<input type="text"/> <input type="checkbox"/> I don't know, I haven't been involved in this process.
d.	When is your final school-level Title I plan due?	<input type="text"/> <input type="checkbox"/> I don't know, I haven't been involved in this process.
e.	When do you receive the Title I funds that you can control at the school level?	<input type="text"/> <input type="checkbox"/> I don't know, I haven't been involved in this process.

**C.8 In what month does your school usually conduct a needs assessment to inform your Title I planning for next school year?**

Please enter month as a number (e.g., January = 01). If you have not been involved in this process, mark (X) "I don't know." If your school does not conduct a needs assessment for this purpose, please mark (X) "Our school does not conduct a needs assessment for this purpose."

Select Month	
<input type="text" value="MM"/>	<input type="checkbox"/> I don't know, I haven't been involved in this process. <input type="checkbox"/> Our school does not conduct a needs assessment for this purpose. → GO TO D1

**C.9 To what extent are each of the following individuals involved in conducting the needs assessment for Title I planning?**

Please mark (X) one answer in each row.

	No involvement	Limited involvement	Moderate involvement	Substantial involvement
a. School administrators	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
b. District administrators	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
c. Teachers	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
d. Instructional Coaches	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
e. Parents	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
f. Community Members	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
g. Students	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4
h. Other (please specify): <input type="text"/>	<input type="checkbox"/> 1	<input type="checkbox"/> 2	<input type="checkbox"/> 3	<input type="checkbox"/> 4

**D. Use of Title I Funds**

For this section, it will be helpful if you can refer to your school’s budget (including Title I) and staffing plan.

**D.1 For the previous school year (2015-16) what was the school-controlled portion of the Title I allocation for your school?**

*The school-controlled portion includes those Title I dollars directly provided by the district to your school to be used at your discretion to provide services under a schoolwide or targeted assistance Title I program.*

\$  School-controlled portion of the Title I allocation for school year 2015-16

- I don’t know
- Not applicable, our school did not receive Title I Funds in school year 2015-16. → **GO TO D.6**

**D.2 For the previous school year (2015-16), how many full-time equivalent (FTE) certificated and other staff in each of the following categories were funded by Title I (either from your school-controlled portion or directly provided by the district)?**

- *Certificated staff* are employed in positions that require a professional education certificate/credentials that are registered with the local district employer.
- *Other staff* are employed in positions that do not require certification.

*Please enter the FTE amount to the nearest 0.1. For example if a teacher works ½ time enter 0.5. If “0”, mark (X) “None”.*

	Full-time Equivalent (FTE) Staff	
	Certificated	Other Staff
a. Teachers	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None
b. Paraprofessionals (e.g., teacher aides, instructional assistants)	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None
c. Instructional coaches	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None
d. English Language Learner (ELL) specialists	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None
e. Curriculum coordinators	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None
f. Assessment coordinators	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None
g. Data analysts	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None
h. Administrative staff (e.g., principals, assistant principals)	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None
i. Technology support staff	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None
j. Parent, family, or community coordinator or liaisons	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None
k. Other (please specify): <input type="text"/>	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None

**D.3 For the previous school year (2015-16), please indicate in Column A if any of the Title I-funded certificated and/or other staff you listed in D2 were used to implement various improvement efforts.**

**Then, in Column B, please indicate where appropriate how many of the certificated and other FTEs were used in each improvement effort.**

- *Certificated staff are employed in positions that require a professional education certificate/credentials that are registered with the local district employer.*
- *Other staff are employed in positions that do not require certification.*

*If there is 1.0 FTE of a staff member whose effort is spent on more than one improvement effort, enter the appropriate fractions of their time in the different strategies. For example, if a teacher spends half of their time on reading curricula and half of their time on math curricula, then enter 0.5 in the Certificated Staff column for each of these improvement efforts.*

Column A		Column B	
Were Title I funds used to support certificated and/or other staff in implementing any of the following <u>improvement efforts</u> ?		For this improvement effort, how many <u>full-time equivalent (FTE)</u> certificated and/or other staff were supported by your Title I funds?	
Improvement Efforts		Full-time Equivalent (FTE) Personnel Resources	
		Certificated Staff	Other Staff
<i>If Yes then go to Column B, otherwise go to the next row.</i>		<i>Enter the FTE amount to the nearest 0.1. If "0", select the box "None."</i>	
a. Instructional approaches or curricula in <u>reading/language arts/English</u>	<input type="checkbox"/> Yes → <input type="checkbox"/> No	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None
b. Instructional approaches or curricula in <u>mathematics</u>	<input type="checkbox"/> Yes → <input type="checkbox"/> No	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None
c. Instructional approaches or curricula in <u>other subjects</u>	<input type="checkbox"/> Yes → <input type="checkbox"/> No	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None
d. Extended-time instructional programs (e.g., before-school, after-school, or weekend instructional programs)	<input type="checkbox"/> Yes → <input type="checkbox"/> No	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None
e. Strategies for increasing parental involvement in children's education	<input type="checkbox"/> Yes → <input type="checkbox"/> No	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None
f. Supports for English language learners (ELLs)	<input type="checkbox"/> Yes → <input type="checkbox"/> No	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None
g. Supports for students with disabilities	<input type="checkbox"/> Yes → <input type="checkbox"/> No	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None
h. Support for use of data to inform instruction and school improvement	<input type="checkbox"/> Yes → <input type="checkbox"/> No	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None
i. Support for use of technology	<input type="checkbox"/> Yes → <input type="checkbox"/> No	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None

**D.4 For the previous school year (2015-16), please think about all of the non-personnel resources at your school supported by Title I funds (either from your school-controlled portion or provided by the district). Please indicate the approximate amount spent in 2015-16 across the categories listed below.**

*Enter \$ amount to the nearest \$500. For example, \$10,500. If \$0 or none, mark (X) "None". If you do not know the amount mark (X) "Don't know".*

	Total Amount	
a. Professional development	<input type="text"/>	<input type="checkbox"/> None <input type="checkbox"/> Don't know
b. Materials	<input type="text"/>	<input type="checkbox"/> None <input type="checkbox"/> Don't know
c. Licenses / fees	<input type="text"/>	<input type="checkbox"/> None <input type="checkbox"/> Don't know
d. All other	<input type="text"/>	<input type="checkbox"/> None <input type="checkbox"/> Don't know
TOTAL non-personnel spending	<input type="text"/>	



**D.5 Please think about the spending on the non-personnel resources you listed in D.4 (totaling [D4e]) and indicate in Column A if any of this spending was used to support different improvement efforts.**

**Then, indicate in Column B where appropriate how much of the Title I allocation was used for each improvement effort.**

Column A		Column B			
Did you use Title I funds to support any of the following <u>improvement efforts</u> ?		For each of the non-personnel resource categories, how much of the Title I funds (totaling [D4e]) were used for this improvement effort?			
Improvement Efforts		Non-Personnel Resources			
		Professional development (totaling [D4a])	Materials (totaling [D4b])	Licenses / fees (totaling [D4c])	Other (totaling [D4d])
<i>If Yes then go to Column B, otherwise go to the next row.</i>		<i>Enter \$ amount to the nearest \$500. For example, \$10,500. If "0", mark (X) "None".</i>			
a. Instructional approaches or curricula in <u>reading/language arts/English</u>	<input type="checkbox"/> Yes → <input type="checkbox"/> No	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None
b. Instructional approaches or curricula in <u>mathematics</u>	<input type="checkbox"/> Yes → <input type="checkbox"/> No	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None
c. Instructional approaches or curricula in <u>other subjects</u>	<input type="checkbox"/> Yes → <input type="checkbox"/> No	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None
d. Extended-time instructional programs (e.g., before-school, after-school, or weekend instructional programs)	<input type="checkbox"/> Yes → <input type="checkbox"/> No	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None
e. Strategies for increasing parents' involvement in their children's education	<input type="checkbox"/> Yes → <input type="checkbox"/> No	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None
f. Supports for English language learners (ELLs)	<input type="checkbox"/> Yes → <input type="checkbox"/> No	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None
g. Supports for students with disabilities	<input type="checkbox"/> Yes → <input type="checkbox"/> No	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None
h. Support for use of data to inform instruction and school improvement	<input type="checkbox"/> Yes → <input type="checkbox"/> No	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None
i. Support for use of technology	<input type="checkbox"/> Yes → <input type="checkbox"/> No	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None	<input type="text"/> <input type="checkbox"/> None

**D.6 For the current school year (2016-17), is your school designated a schoolwide Title I school or a targeted assistance Title I school?**

*Mark (X) one*

- Our school is a schoolwide Title I school **Go to D.7**
- Our school is a targeted assistance Title I school **Go to E.1**
- Not applicable, our school did not receive Title I funds in 2016-17 **Go to D.7**

**D.7 Which one of the following statements most accurately reflects your understanding of the composition of funding used to support your school's Title I Schoolwide Program?**

*Mark (X) one*

- The funds used to support my school's program include Title I funding that is coordinated with other federal, state, and local funding sources.
- The funds used to support my school's program include Title I dollars that are consolidated with dollars from other federal, state, and local funding sources to form a single funding pool.
- The funds used to support my school's program include Title I dollars that are neither coordinated nor consolidated with other federal, state, and local funding sources.
- I don't know.

**E. Your Professional Development and Background**

**E.1** Considering your own professional development, please indicate in Column A how many hours of professional development you received in each of the following areas during the previous school year (2015-16, including summer 2016). Include only workshops, coursework, and conferences sponsored by your school, district, or state. Then, for each area you attended, please indicate in Column B if the professional development was useful or not.

Please enter total number of hours in each row. If none, please write "0" hours and go to the next row.

Area of Professional Development	Column A Number of Hours	Column B Was this professional development useful?
a. Reading/language arts/English	<input type="text"/>	<input type="checkbox"/> Yes <input type="checkbox"/> No
b. Mathematics	<input type="text"/>	<input type="checkbox"/> Yes <input type="checkbox"/> No
c. Other academic subjects (e.g., science, social studies, foreign language)	<input type="text"/>	<input type="checkbox"/> Yes <input type="checkbox"/> No
d. Instructional strategies for English Language Learners (ELLs)	<input type="text"/>	<input type="checkbox"/> Yes <input type="checkbox"/> No
e. Instructional strategies for students with individualized education programs (IEPs)	<input type="text"/>	<input type="checkbox"/> Yes <input type="checkbox"/> No
f. Analyzing and interpreting student achievement data	<input type="text"/>	<input type="checkbox"/> Yes <input type="checkbox"/> No
g. Use of educational technology	<input type="text"/>	<input type="checkbox"/> Yes <input type="checkbox"/> No
h. School management or governance	<input type="text"/>	<input type="checkbox"/> Yes <input type="checkbox"/> No
i. Title I planning and budgeting	<input type="text"/>	<input type="checkbox"/> Yes <input type="checkbox"/> No

**E.2** Including the current school year (2016-17), how many years have you been employed as a principal of this or any other school?

Please count the current school year as one full year.

Number of years across all schools

**E.3** How long have you been principal of this school?

Please count the current school year as one full year.

Number of years in this school

**E.4** How many years of teaching experience do you have?

Number of years

**F. Share Your Thoughts About Title I Funds**

**F.1** Is there is anything else you would like to tell us about the use of Title I funds in your school? Please enter your comments below.


**Thank you for completing the survey. We very much appreciate your time.**

## **District Budget Officer Interview Protocol**

### ***District Context and Respondent Role***

1. How would you describe your district to someone who has never been here before, including its strengths and weaknesses?
2. Can you tell me about your position in the district and the role you play with regard to Title I schools?

### ***Use of Title I Funds and Decision-Making Process***

3. Are you familiar with the specific services or strategies your district is implementing this year? If yes, could you describe these to me?
4. Are there specific services or strategies your district would like Title I schools to focus on this year?
5. Which of the case study schools have schoolwide Title I programs? Which of the schools have targeted assistance programs?
6. How does your district determine the amount of discretionary funds that will be allocated to SWP and TAP schools?
7. Next, could you please walk me through the planning and budgeting process for Title I, from when it begins to when key decisions are made?
8. How would you describe the involvement of district, school, and non-school personnel in the planning and decision-making process for the use of Title I funds?
9. To what extent does the Title I budgeting process rely on data?
10. Overall, how would you describe the level of autonomy that schools have in determining how to spend their Title I budgets?
11. From a budget perspective, are there any advantages that you see to a school having a schoolwide Title I program versus a targeted assistance program? Are there any disadvantages?

### ***Commingling and Coordination of Funds***

12. Could you tell me about how Title I funds are used in conjunction with any other federal, state or local funds to support improvement strategies?
13. Are there any differences between how SWP and TAP schools in your district use Title I funds to support their improvement efforts?
14. How clear or unclear are the regulations regarding the use of Title I funds, in your opinion?
15. Have you experienced any challenges related to using Title I funds or trying to commingle or coordinate Title I and other funds? If yes, please describe.

### ***State and District Support for Title I Schools***

16. Could you describe what kinds of guidance or regulation documents for using Title I funds the district provides to schools?
17. Please describe any technical assistance or professional development your district has provided to the Title I schools about Title I specially.
18. Have you experienced any challenges related to helping schools understand the requirements for use of Title I funds?
19. Does your district conduct any monitoring of your school's use of Title I funds?

***Conclusion***

20. Is there anything else you would like to share about the implementation of Title I programs in your district?

## District Title I Coordinator Interview Protocol

### ***District Context and Respondent Role***

1. How would you describe your district to someone who has never been here before, including its strengths and weaknesses?
2. I understand your district has **[X]** schoolwide and **[X]** targeted assistance schools. Has that changed over the past three years?

### ***Efforts to Improve Student Outcomes***

3. Generally speaking, what do you think are the most important needs of your district's Title I schools in terms of improving student outcomes?
4. Could you describe any specific services or strategies your district uses in its Title I schools? Are there different services or strategies in SWP and TAP schools?
5. Can you tell me why these highly-prioritized strategies, were selected as a focus?
6. Can you talk to me about how all of these strategies fit together?
7. How do these efforts to improve student outcomes in Title I schools fit in with your district's overall approach to school improvement?
8. Have you experienced any challenges in implementing any the strategies we discussed?

### ***Use of Title I Funds and Decision-Making Process***

9. First, I'd like to talk about the Title I funds retained at the central office. In 2015–16, I understand that **[\$X,XXX]** in Title I funds that were used for personnel (***pull from survey data***). Is this correct?
10. Focusing on the personnel first, could you please describe who these personnel are and how they support Title I schools?
11. Next, I'd like to learn more about the Title I funds that the district used for materials and supplies. I understand that **[\$X,XXX]** in Title I funds were used for this purpose (***pull from survey data***). Is that correct?
12. Can you please describe how they support your Title I schools' efforts to improve student outcomes?
13. I understand that, in 2015–16, Title I schools were given discretion over **[X]** percent (***pull from survey data***) of the funds allocated to the school. Is this correct?
14. How does your district determine the amount of discretionary funds that will be allocated to SWP and TAP schools?
15. Now could you walk me through the Title I planning and budgeting process, from when it begins to when key decisions are made?
16. How would you describe the involvement of district-level and school-level officials and staff in this process?
17. How would you describe the involvement of parents or community members in the Title I planning process?
18. To what extent does the Title I planning process rely on data?
19. For the 2015–16 school year, what did the data tell you about the needs of your district and its Title I schools
20. How much flexibility do schools have in preparing their Title I program plan overall?
21. Are there any specific strategies or services that Title I schools are mandated to provide under district policy?
22. Have you experienced any challenges in the Title I planning or decision-making process?

### ***Commingling and Coordination of Funds***

23. Could you tell me about how Title I funds are used in conjunction with any other federal, state or local funds to support improvement strategies?
24. Are there any differences in how SWP and TAP take different approaches in terms of commingling/ coordinating Title I funds?
25. Have you experienced any challenges related to helping schools understand the requirements for use of Title I funds? If yes, please describe.

### ***State and District Support for Title I Program Facilitation***

26. Please describe any technical assistance or professional development you have received from the state related to supporting Title I schools in your district.
27. Please describe any technical assistance or professional development your district has provided to Title I schools about Title I specially.
28. Please describe any monitoring activities your district conducts of Title I schools.

### ***Conclusion***

29. Is there anything else you would like to share about the implementation of Title I programs in your district?



## Principal Interview Protocol

### ***District Context and Respondent Role***

1. How would you describe your school to someone who has never been here before, including your school's strengths and challenges?
2. How would you describe the surrounding community and the neighborhoods that your students live in?
3. It is my understanding that your school is designated as a ***[list possible designations based on state accountability system] (pull from survey data)*** for the 2016–17 school year. Is this correct?

### ***Efforts to Improve Student Outcomes***

4. Generally speaking, what do you think are the most important needs of your district's Title I schools in terms of improving student outcomes?
5. Could you describe the key services or strategies your school is implementing to improve student outcomes?
6. Why did your school prioritize... ***[list the efforts that the respondent described as a priority]***?
7. Do all of these strategies fit together? If so how?
8. Thinking about the services and strategies we've just discussed, how does Title I support these efforts?

### ***Use of Title I Funds and Decision-Making Process***

9. Do you know the amount of your school's total Title I allocation for 2015–16?
10. I understand that this total amount includes a portion of funds that the district controls and a portion of funds that you can use at your discretion ***(see survey data)***. Is this correct?
11. Are you aware of the amount of funds controlled by the district? If yes, how are you informed of this amount?
12. Are you familiar with what the district-controlled funds are used for?
13. I understand your district allocated ***[X]*** funds for your school to use at your discretion ***(pull from survey data)***. Is this correct?
14. I understand ***[X]*** staff in your school are supported by Title I funding this school year ***(pull from survey data)***. Is this correct?
15. Could you please describe the roles and activities of each of these personnel?
16. I understand that Title I funds are used to fund other types of resources or services to support your improvement efforts (pull from survey data). Can you please describe what these types of supports are?
17. Next, could you please walk me through the planning and budgeting process for Title I, from when it begins to when key decisions are made for the use of funds?
18. How would you describe the involvement of district staff, school staff, and parents or community members in this process?
19. To what extent does the Title I planning process rely on data?
20. For the 2015–16 school year, what did the data tell you about the needs of your school?
21. In your experience, what do you think works well about the current decision-making process? What challenges have you encountered?

### ***Commingling and Coordination of Funds***

22. At your school, could you describe how Title I funds are used together with funds from other sources to support your efforts to improve student outcomes (for example, are Title I funds coordinated or commingled with other federal, state, or local funds)?
23. Have you experienced any challenges related to using Title I funds, or trying to coordinate or commingle Title I and other funds?

### ***State and District Support for Title I***

24. Please describe any technical assistance or professional development you have received from the state on Title I?
25. Please describe any technical assistance or professional development you have received from the district on Title I.
26. Are there any other supports from the state or the district that would be helpful? If yes, on what topics?
27. Does your district conduct any monitoring of your school's use of Title I funds?

### ***Conclusion***

28. Is there anything else you would like to share about your school's Title I program?

## School Budget Officer Interview Protocol

### ***District Context and Respondent Role***

1. How would you describe your school to someone who has never been here before, including your school's strengths and challenges?
2. Can you tell me about your position at the school and the role you play with regard to its Title I program?
3. Just to confirm, your school has a **[TAP or SWP]**. Is this correct?

### ***Use of Title I Funds and Decision-Making Process***

4. Are you familiar with the specific services or strategies your school is implementing to improve student outcomes? If yes, could you describe these?
5. Could you briefly describe how Title I funds support the services and strategies we just discussed?
6. Do you know the amount of your total Title I allocation for 2015–16?
7. I understand that this total amount includes a portion of funds that the district controls and a portion of funds that you can use at your discretion (**see survey data**). Is this correct?
8. Are you aware of the amount of funds controlled by the district? If yes, how are you informed of this amount?
9. I understand your district allocated **[X]** funds for your school to use at your discretion (pull from survey data). Is this correct?
10. I understand **[X]** staff in your school are supported by Title I funding this school year (pull from survey data). Is this correct?
11. Could you please describe the roles and activities of each of these personnel and how Title I funds are used to support their work?
12. I understand that Title I funds are used to fund other types of resources or services to support your improvement efforts (**pull from survey data**). Can you please describe what these types of non-personnel supports are and how Title I was used to fund them?
13. Next, could you please walk me through the planning and budgeting process for Title I, from when it begins to when key decisions are made for the use of funds?
14. How would you describe the involvement of district, school, and non-school personnel in the planning and decision-making process for the use of Title I funds at your school?
15. To what extent does the Title I budgeting process rely on data?
16. Overall, how would you describe the flexibility you have at the school level to make decisions about how Title I funds will be spent?

### ***Commingling and Coordination of Funds***

17. At your school, could you describe how Title I funds are used together with funds from other sources to support your efforts to improve student outcomes?
18. How clear or unclear are the regulations regarding the use of Title I funds, in your opinion? Can you give me some examples?
19. Have you experienced any challenges specifically related to trying to merge, consolidate, or commingle Title I funds with other funds?

***State and District Support for Title I Schools***

- 20. What guidance or training, if any, has the state and district provided about using Title I funds?
- 21. Have you been involved in any district monitoring activities related to your school's use of Title I funds?

***Conclusion***

- 22. Is there anything else you would like to share about the implementation of the Title I program in your school or district?

## **School Improvement Team Focus Group Protocol (SWP Schools)**

### ***District Context and Respondent Role***

1. How would you describe your school to someone who has never been here before, including your school's strengths and challenges?
2. How would you describe the surrounding community and the neighborhoods that your students live in?

### ***Efforts to Improve Student Outcomes***

3. Please describe your role(s) at the school relating to school improvement.
4. Generally speaking, what do you think your school needs to improve student performance?
5. Could you describe the specific services or strategies your school is implementing to improve student outcomes?
6. Why did your school prioritize... [list the efforts that the respondent described as a priority]?
7. Can you talk to me about how all of these strategies fit together?
8. Thinking about the services and strategies we've just discussed, how does Title I support these efforts?

### ***Use of Title I Funds and Decision-Making Process***

9. Please describe your role and the role of the improvement team in the Title I planning and decision-making process.
10. How would you describe the level of autonomy that the district affords you in the Title I planning and decision making process?
11. To what extent does the Title I planning process for your school rely on data?
12. For the 2015-16 school year, what did the data tell you about the needs of your school?
13. I understand **[X]** staff in your school are supported by Title I funding this school year (***pull from survey data***). Is this correct?
14. Could you please describe the roles and activities of each of these personnel?
15. I understand that Title I funds are used to fund other types of resources or services to support your improvement efforts (***pull from survey data***). Can you please describe what these types of non-personnel supports are?

### ***Commingling and Coordination of Funds***

16. Are you aware of the extent to which Title I funds are used together with funds from other sources to support your efforts to improve student outcomes?
17. Are you aware of any challenges that your school has faced related to using Title I funds, or trying to coordinate or commingle Title I and other funds?

### ***State and District Support for Title I Schools***

18. Please describe any technical assistance or professional development you have received from the state or district on Title I.

### ***Conclusion***

19. Is there anything else you would like to share about your school's Title I program?

## **Teacher Interview Protocol (SWP and TAP Schools)**

### ***Roles and Responsibilities***

1. Are you designated as a Title I teacher or staff member in your school?
2. Are you familiar with how Title I is used to support your position at this school?
3. Are there any materials or supplies that are considered Title I materials specifically?

### ***Decision-Making Process***

4. Overall, how would you describe your involvement in making decisions about how Title I funds will be spent? For example, are you involved in decisions about what specific interventions, supports, and services will be funded by Title I?

### ***Teacher/Staff Activities***

5. First, can you tell me about how much of your time is spent providing academic instruction to students? What does this time typically look like?
6. About how much of your time is spent on counseling students or providing other social-emotional support to students? Can you describe what this time typically looks like?
7. About how much of your time is spent working with parents and families? Can you describe what this time typically looks like?

### ***Conclusion***

8. Have you previously worked as a Title I teacher in another Title I school in this district or another district? If so, did that school have a TAP or SWP? How is your experience with Title I at this school different or similar?
9. Is there anything else you would like to share about your school's Title I program?

## Appendix D. Case Study Narratives

### Case Study Narrative: Landmark Academy

#### *School Context and History*

Landmark Academy is a relatively new charter school that operates under the oversight of the public school district in which it is located. Approximately 500 students are enrolled, with two classrooms per grade (currently kindergarten through grade 7) and a cap of approximately 60 students per grade. As the school continues to grow, administrators will add grades until it becomes a K–12 school. The school is focused on a “traditional” education, which includes direct instruction, the Core Knowledge curriculum, instruction of Latin, and grammar. The school also has a focus on developing children’s civic virtue and moral character. To provide increased learning opportunities, the school day is an hour longer than the state average.

Located in a midsized city district, the school is in a low-income neighborhood with many homes in a state of disrepair. The school draws its student population from all over the district because admission is determined through an open lottery process that encompasses the entire district. Additionally, the district provides transportation to the charter school. Current student enrollment statistics show that approximately 75 percent of the students receive free or reduced-price lunch and about 80 percent are of a minority background.

Upon entering the building, site visitors experienced a calm atmosphere. There seemed to be a strong rapport and working relationship among administrators and teachers. Several teachers commended the quality of their colleagues both as teachers and people. Several interviewees also stressed the strength of the leadership team. Indeed, the principal appears to be an organized, thoughtful, and collaborative leader with a long-term vision for the school, shaped in part by his previous experience working with at-risk youth. Although some staff reported that they are still going through some growing pains, the school appears to be thriving: For the 2017–18 school year, they anticipate approximately 1,500 applications for 60 spots.

With regard to Title I, 2016–17 was the first year that Landmark Academy operated a schoolwide program; previously the school had received Title I funds for one year and operated a targeted assistance program. Interestingly, the principal opted to not receive Title I funds during the school’s first year of operation because he thought the school was “too new” and would not be in a position to determine the most effective use of the funds.

#### *Use of Title I Funds*

Title I funds pay for the salary and benefits for one academic support teacher. The teacher provides support to students in all grades during an intervention block called the “Spartan hour.” At this time, a classroom of students is divided among four teachers who provide intensive academic intervention to a small group of students based on their needs.

The school wanted and had the funds to support two Title I teachers, but because of reported constraints associated with hiring a highly qualified teacher (they could not find a teacher with the appropriate college major), administrators decided to fund just one teacher and to use the Title I funds

that would have paid for a second teacher to instead provide a variety of nonpersonnel resources such as graphing calculators, support materials for parents, and student supplies such as backpacks.

When asked about commingling of funds, the principal said “We’re supposed to do silos aren’t we? ... I keep the funding streams intentionally very separate. From a control standpoint, the more dedicated those Title I funds are the easier it is to keep track of and make sure no one is abusing it.”

### ***Title I Decision-Making and Autonomy***

Staff at Landmark Academy reported being aware of the amount of their Title I allocation and clearly articulated how these funds were being used by the school. Staff consistently reported that decisions about the use of these Title I funds were made collectively within the school but with firm district guidance. As the principal explained, when they were transitioning to an SWP,

*We had a gentleman who came from the state who worked with parents and administration who helped us write our plan. We looked at our data and everyone agreed on what we needed and then we spent the money. That group included two to three parents who had students who were in the targeted assistance program. Then myself, the charter board, a couple parents, and teachers were involved too, we did some research and looked particularly at remediation strategies. In practice, the problem was here is your Title I allocation and here is what you can buy with it, but we would write up and propose what we wanted but that wouldn’t really fit in the guidelines. So I actually had to go down to the district and have them sit with me and tell me exactly what was and wasn’t allowed.*

In some ways, the school has a high level of autonomy because the district technically enables the school to determine how to use all of the Title I funds allocated to the school. However, the school principal and staff report that some of this autonomy is limited due to the amount of paperwork and compliance-oriented activities associated with Title I decision making. This appears to diminish the perception of autonomy at the school level. Nonetheless, the district does not impose specific strategies or activities on the school — for example, the school has no obligation to hire staff through Title I.

### ***District Supports Related to Title I***

District support to Title I schools is anchored by six Title I coordinators, each of whom works with approximately six Title I schools. Throughout the year, Title I coordinators provide direct support to the schools, to ensure expenditures and spending plans are appropriate, that the school is complying with programmatic requirements including parent notifications and reporting paperwork. The school’s Title I budget director explained of the Title I coordinator, “She is very reach-able. I interact with her sometimes daily. I interact with her on anything we have to turn in, updates, questions back and forth on paperwork, any activities that we have to do with the community. ... A lot of it is around paperwork.” In addition, the district provides monthly professional development meetings for principals of Title I schools and provides an annual “waste, fraud, and abuse” training to all faculty in Title I schools.

### ***Perceived Benefits and Challenges Associated With Title I Funding***

Overall, the respondents at Landmark Academy had a strong understanding of Title I funding and uses. They understood the distinctions between TAPs and SWPs, they knew how Title I funds were used in the



school, and they were aware of the challenges of hiring a highly qualified teacher to meet Title I guidelines. Still, they had some misconceptions about the use of funds; there were areas on which they would have liked to spend Title I funds but they had the impression it was not allowed (e.g., social-emotional supports). They were highly aware of the burdens associated with Title I (and even considered rejecting Title I funds) but acknowledged that they needed the funding. As the dean of students explained,

*I think it would be helpful to encourage schools to use funds for social emotional and if we had known we could spend money on a counselor that would have been really useful for us. I love the mission of Title I, but the amount of funding doesn't accomplish that. It's very noble, but it's a drop in the bucket compared to the school budget. It's not an equalizer, but it's a beautiful idea.*

Another member of the school leadership team described the challenges of hiring a Title I teacher who met the “highly qualified” requirements:

*The problem was that with Title I, there were incredibly specific requirements for what was needed, to the point where, if someone had a literature degree but not an English degree, you can't let them teach reading, which made it extremely difficult to staff. So what ended up happening was we had a series of substitutes coming in for months, but none of them could actually help kids. Not a long-term substitute, because we tried to do that, but they had to be certified in a certain way. ...*

In particular, the principal was distressed by the paperwork and volume of documentation required of both the district and state. He tried to put a positive spin, acknowledging that such bureaucratic procedures were probably necessary, but that “the redundancy is maddening, because the time we spend doing that we can't spend teaching the kids.” The school leader and staff reported that they considered rejecting the Title I funds, concluding that they could probably raise an equal sum of money through private fundraising. However, as the principal explained, “[W]e were worried we wouldn't be considered a Title I school anymore,” which would limit other benefits the school received. For example, the school principal was concerned that they would not be able to offer teachers to obtain loan forgiveness as part of being in a Title I school. Additionally, the availability of free universal breakfast and lunch is important to supporting their students' needs.

## **Case Study Narrative: Sugarwoods Elementary**

### ***School Context and History***

Sugarwoods is K–5 elementary housed in an historic but well-maintained three-story brick facility built in 1930. The building has some unique architectural details, including stained-glass windows and a fireplace. It is surrounded by a residential neighborhood of apartments and modest single-family homes. Ninety-six percent of its 700 students are eligible for free or reduced-price lunch, which is the highest concentration of poverty in any of the midsized, urban district’s schools. Sugarwoods, like the city more broadly, has also experienced an influx of refugees and other immigrants. Most of its students are from immigrant families of diverse language backgrounds.

Sugarwoods can aptly be described as a successful turnaround school, and staff attribute this success to strategies that were supported by decisions school leaders made in allocating Title I schoolwide resources. A few years ago, Sugarwoods was considered a candidate for school closure. In 2010, it was the lowest performing school in the district and was ranked in the 10th percentile on the state ranking list. Under the leadership of a new principal, school performance turned around quickly; the next year, they were in the 40th percentile on the same state ranking. Their average improvement through 2013 was 10 percentage points in reading, 15 percentage points in writing, and 10 percentage points in math on the state test.

Staff attribute much of this success to their Title I-supported home-grown Sugarwoods Literacy Intervention and parent engagement initiatives. In SLI, paraprofessionals are trained by teachers to push into classrooms to form small groups. With this training and a consistent diagnostic and instructional approach, staff suggested that they were able to build a seamless co-teaching model that has been fundamental in building a common vision throughout the school. In 2016–17, the former principal was appointed as director of school improvement the entire district, and a first-year principal was appointed to the position.

The school improvement team members described Sugarwoods as a destination school for teachers and report a strong sense of collegiality and positive rapport across the school. They cited low staff turnover, longevity, and frequent collaboration through the literacy co-teaching model. Instructional program coherence was also indicated by their conscious effort to use consistent terms and techniques through the grades.

Teachers also reported a high level of parental engagement and support. With Title I resources, they launched an effort to engage immigrant families and communicate with them in languages other than English. Several staff members spoke about the extensive efforts they have made to identify ways that parents can be involved and supportive of their child’s schooling, even if the parents themselves have a limited formal education or do not speak English. Parent involvement was a personal mission for some of the school improvement team teachers who found themselves in similar circumstances when they were growing up. The school appears to be a tight-knit community both within the staff community as well as between staff and parents.

### ***Use of Title I Funds***

Sugarwoods Elementary is and has always been an SWP — indeed, nearly all Title I schools in the district operate SWPs. Sugarwoods uses these resources to hire three FTE paraprofessionals and one FTE Title I teacher who is dedicated to the literacy program.

The school has much discretion, both from the district and the teacher union, to use the funds for the literacy program. Recently, however, the teacher’s union decided to limit using paraprofessionals in the classroom as the union saw this practice spreading across schools in the district. There are still paraprofessionals in the schools, but the schools no longer can use these Title I funds to replace paraprofessionals who leave.

Sugarwoods uses its Title I funds for a community liaison staff member (parent outreach) and a new half-time science teacher who pushes into the classrooms. The school improvement team described that data play a key role in annually identifying areas of need. In fact, data charts were on the walls across the staff break room. Staff described looking at the data each year to think through their Title I resources and noted how they decided to use these funds to hire a half-time science intervention teacher because students’ results on the revised state science assessments were weak.

### ***Title I Decision-Making and Autonomy***

Within the constraints of union rules that limit the hiring of paraprofessionals and federal regulations (as interpreted by state and district staff), the district gives their schools considerable discretion about how they use Title I funds. For instance, while some districts centralize personnel and other Title I budget decisions, the district allows schools to decide whether to hire personnel with their funds, and even whom to hire. District staff provide oversight and structure to the work and may require certain practices. For example, they require Title I interventionists to co-teach at least one hour per day, a district best practice that began in their special education division. The Title I director works closely with the director of school improvement, and together they conduct school walkthroughs and offer feedback.

At Sugarwoods, the school improvement team reported that they used an extensive and collaborative decision-making process. Their choices were informed not only by reviewing student data but also by surveying teachers about needs. They reported getting feedback from parents as well. The principal reported making final decisions based on this advice.

### ***District Supports Related to Title I***

The district staff reported retaining 8 to 9 percent of Title I funds set aside at the district level. The district uses these resources to provide before school and afterschool programs, employ technology coaches for the schools, and offer professional development to school staff.

### ***Perceived Benefits and Challenges Associated With Title I***

The school leader and staff reported many benefits and few challenges associated with Title I funding and requirements. Indeed, teachers credited Title I funding for enabling them to dedicate resources to do critical work in turning the school around and hiring staff for important areas of need (e.g., science, parent engagement).

One reported challenge was the “supplement not supplant” provision, which meant that they could not provide professional development to new teachers on initiatives if the district had done so in the past. Another modest challenge was associated with the timing of the budget (e.g., completing a budget before the end of the school year in June).

## Appendix E. Mixed-Method Codebook

Construct/code	District survey evidence	Principal survey evidence	District interview evidence	School interview evidence	Potential extant data evidence	Operational definition and examples	Study question(s)
Title I-funded interventions and services: <u>Personnel</u>	QD2a, QD3, QDb, QD5	QD2, QD3	Budget officer interview Q3, Q4 Title I coordinator interview Q9, Q10	Budget officer interview Q10, Q11 SWP principal interview Q14, Q15 TAP principal interview Q14, Q15 School improvement team focus group Q13, Q14 Teacher interview Q1, Q2, Q5, Q6, Q7	Documentation of Title I interventions that focus on funding (partially or fully) personnel who provide services or supports to improve student outcomes	Data that describe the types of personnel interventions being supported by Title I funds, including their roles and responsibilities related to Title I	Q1
Title I-funded interventions and services: <u>Materials, programs, and resources</u>	QD2b, QD3, D4c, QD6, D7	QD4	Budget officer interview Q3, Q4 Title I coordinator interview Q11, Q12	Budget officer interview Q12 SWP principal interview Q16 TAP principal interview Q16 School improvement team focus group Q15 Teacher interview Q3	Documentation of Title I interventions that focus on funding (partially or fully) nonpersonnel supports (instructional materials and programs, other resources, in- and out-of-school supports, family engagement supports)	Data that describe the types of nonpersonnel interventions supported by Title I funds, including in- and out-of-school instructional materials, programs, resources, or other interventions	

<b>Construct/code</b>	<b>District survey evidence</b>	<b>Principal survey evidence</b>	<b>District interview evidence</b>	<b>School interview evidence</b>	<b>Potential extant data evidence</b>	<b>Operational definition and examples</b>	<b>Study question(s)</b>
Targeted students	QD5	QD3, QD4	Title I coordinator interview Q10, Q12	Budget officer interview Q11, Q12 SWP principal interview Q15, Q16 TAP principal interview Q15, Q16 School improvement team focus group Q14, Q15 Teacher interview Q5	Documentation of which students are targeted for certain personnel and nonpersonnel interventions (e.g., English learners, low-performing students, students with disabilities, certain grade levels)	Data that describe which students are targeted for specific Title I-funded personnel or nonpersonnel interventions or services	Q1
Programmatic coherence	QB2	QB1, QB2	Title I coordinator interview Q4, Q5, Q6, Q7	Budget officer interview Q4, Q5 SWP principal interview Q5, Q6, Q7, Q8 TAP principal interview Q6, Q7, Q8 School improvement team focus group Q5, Q6, Q7, Q8	Documentation of alignment between school goals and interventions	Data that describe the degree to which the policies of a school reflect consistent goals, the strategies employed are clearly designed to foster achievement of these goals, and the barriers and detractors from the goals and strategies are systematically removed	Q1

<b>Construct/code</b>	<b>District survey evidence</b>	<b>Principal survey evidence</b>	<b>District interview evidence</b>	<b>School interview evidence</b>	<b>Potential extant data evidence</b>	<b>Operational definition and examples</b>	<b>Study question(s)</b>
Timing of Title I planning	QB3	QC7, QC8	Budget officer interview Q6, Q7 Title I coordinator interview Q14, Q15	Budget officer interview Q13 SWP principal interview Q17 TAP principal interview Q17	Documentation of Title I planning and funds disbursement timeline	Data on the timeline and sequence of the Title I budgeting process, including the timeliness of disbursement of funds	Q2
Stakeholder involvement in decision making	QC6, QC7	QC6	Budget officer interview Q8 Title I coordinator interview Q16, Q17	Budget officer interview Q14 SWP principal interview Q18 TAP principal interview Q18 School improvement team focus group Q9, Q10 Teacher interview Q4	Documentation of stakeholder participation in Title I planning activities	Data describing district- and school-level stakeholder involvement and influence in the Title I planning and decision-making process. This code also includes data on parent involvement and influence.	Q2
Data use for Title I decision making	QC4, QC5	QC8	Budget officer interview Q9 Title I coordinator interview Q14, Q18, Q19	Budget officer interview Q15 SWP principal interview Q19, Q20 TAP principal interview Q19, Q20 School improvement team focus group Q11, Q12	Documentation showing alignment of results of data and selection of interventions	Data describing the types of data that are used to make decisions about the use of Title I funds. These could include, for example, a school needs assessment, student achievement data, research on best/promising practices in the field, teacher evaluation results, and so on.	Q2

Construct/code	District survey evidence	Principal survey evidence	District interview evidence	School interview evidence	Potential extant data evidence	Operational definition and examples	Study question(s)
Title I Program Context		QA1, QA2, QA3, QA4, QA5, QA6, QA7, QB4, QE2, QE3, QE4	Budget officer interview Q1	Budget officer interview Q1, Q3 SWP principal interview Q1, Q2, Q3, Q4 TAP principal interview Q1, Q2, Q3, Q4 School improvement team focus group Q1, Q2, Q4		State policy, context, and support for Title I districts, including any Title I policies or supports that affect district and school-level decisions and implementation of Title I. District policy, context, and support for Title I schools, including district policies that guide Title I implementation and programming, resource allocation, and the format and perceived quality of guidance and supports districts provide to Title I school principals. General school context, including noted strengths, but also challenges or “areas for improvement” that are identified by study participants as being new or ongoing sources of difficulty related to improving student outcomes.	NA



<b>Construct/code</b>	<b>District survey evidence</b>	<b>Principal survey evidence</b>	<b>District interview evidence</b>	<b>School interview evidence</b>	<b>Potential extant data evidence</b>	<b>Operational definition and examples</b>	<b>Study question(s)</b>
Principal awareness of Title I		QC1, QC2, QC3, QD1, QD7		SWP principal interview Q9, Q11, Q12, Q13 TAP principal interview Q9, Q10, Q11, Q12, Q13		Data describing the extent to which the principal has a sophisticated, moderate, or limited understanding of the rules and regulations regarding the use of Title I funds	Q2
School leadership for Title I		QB3, QB5, QC4		Budget officer interview Q2 SWP principal interview Q9, Q11, Q12, Q13, Q20 TAP principal interview Q9, Q10, Q11, Q12, Q13, Q20 School improvement team focus group Q3		Information related to aspects of the school principal's leadership, including style, changes to leadership, effectiveness of leadership, and perception of leadership. This code will help define the extent to which principals are strategic or distributive leaders.	NA

<b>Construct/code</b>	<b>District survey evidence</b>	<b>Principal survey evidence</b>	<b>District interview evidence</b>	<b>School interview evidence</b>	<b>Potential extant data evidence</b>	<b>Operational definition and examples</b>	<b>Study question(s)</b>
State policy context and support	QE3	QE1	Budget officer interview Q14 Title I coordinator interview Q26	SWP principal interview Q25, Q27 TAP principal interview Q25, Q27 School improvement team focus group Q18	Documentation of state websites, resources, or other documents that provide guidance to school leaders in the rules and regulations for using Title I funds	Data that describe the state's orientation to Title I (compliance versus strategic support for improved outcomes), as well as the resources and support for school leaders in using Title I funds (e.g., guidance documents, formal trainings). This code also includes data on any monitoring activities conducted by the state, as well as any state or other processes that facilitate the coordination of Title I planning documents with other federal funds.	Q1, Q2, Q3

<b>Construct/code</b>	<b>District survey evidence</b>	<b>Principal survey evidence</b>	<b>District interview evidence</b>	<b>School interview evidence</b>	<b>Potential extant data evidence</b>	<b>Operational definition and examples</b>	<b>Study question(s)</b>
District policy context and support	QA1, QA2, QA3, QA4, QA5, QB1, QE1, QE2	QB6, QE1	Budget officer interview Q1, Q2, Q5, Q14, Q16, Q17, Q19 Title I coordinator interview Q1, Q2, Q3, Q8, Q27, Q28	Budget officer interview Q6, Q16, Q20, Q21 SWP principal interview Q26, Q27, Q28 TAP principal interview Q26, Q27, Q28 School improvement team focus group Q18	Documentation of district characteristics/ demographics, as well as websites, resources, or other documents that provide guidance to school leaders in the rules and regulations for using Title I funds	Data that describe the general context and characteristics of the district, as well as the district’s orientation to Title I (compliance versus strategic support for improved outcomes). This code also addresses the resources and support for school leaders in using Title I funds (e.g., guidance documents, formal trainings). This code also includes data on any monitoring activities conducted by the district, as well as any district-level processes that facilitate the coordination of Title I planning documents with other funds.	Q1, Q2, Q3

<b>Construct/code</b>	<b>District survey evidence</b>	<b>Principal survey evidence</b>	<b>District interview evidence</b>	<b>School interview evidence</b>	<b>Potential extant data evidence</b>	<b>Operational definition and examples</b>	<b>Study question(s)</b>
School-level autonomy	QD2c, QD4d	QC1d, C5	Title I coordinator interview Q13, Q20, Q21	Budget officer interview Q7, Q8, Q9, Q16 SWP principal interview Q13, Q21 TAP principal interview Q13, Q21 School improvement team focus group Q10	District Title I planning templates	Data indicating the level of school autonomy in use of funds, including the proportion of funds schools are given to use at their discretion, specificity of the Title I planning templates, and extent to which schools have flexibility in selecting interventions versus having specific interventions mandated by the district.	Q2
Consolidation/ coordination of funds	QC1, QC2	QD7	Budget officer interview Q12, Q13 Title I coordinator interview Q23, Q24	Budget officer interview Q17 SWP principal interview Q23 TAP principal interview Q23 School improvement team focus group Q16	Title I budget	Data indicating the extent to which SWP schools are consolidating or coordinating funds in ways not allowed in TAP schools to improve student outcomes	Q3
Innovative practices regarding use of funds			Budget officer interview Q12, Q13 Title I coordinator interview Q23, Q24	Budget officer interview Q17 SWP principal interview Q23	Title I budget	Data indicating innovative practices in how SWP schools are consolidating or coordinating funds in ways not allowed in TAP schools to improve student outcomes	Q3d

<b>Construct/code</b>	<b>District survey evidence</b>	<b>Principal survey evidence</b>	<b>District interview evidence</b>	<b>School interview evidence</b>	<b>Potential extant data evidence</b>	<b>Operational definition and examples</b>	<b>Study question(s)</b>
Perceived challenges specific to Title I	QC3		Budget officer interview Q15, Q18 Title I coordinator interview Q22, Q25	Budget officer interview Q19 SWP principal interview Q22, Q24 TAP principal interview Q22, Q24 School improvement focus group Q17	NA	Data indicating any factors that challenge any aspect of implementation of Title I and its effectiveness in supporting improved student outcomes, including challenges related to providing interventions and services, and the use of funds. (e.g., lack of training/guidance in Title I, insufficient school autonomy, planning timeline constraints, school/staff capacity, state/district policy, contextual factors)	NA
Perceived benefits of Title I			Budget officer interview Q11	SWP principal interview Q8, Q22 TAP principal interview Q8, Q22 School improvement team focus group Q8 Teacher interview Q8		Perceived benefits of Title I for improving student outcomes	NA



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